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INTERNATIONAL DRUG CONTROL

Report of the Secretary-General on the implementation by Member States of the Global Programme of Action adopted by the General Assembly at its seventeenth special session

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I. INTRODUCTION

A. General background

1. The General Assembly, at its seventeenth special session, adopted a Political Declaration and a Global Programme of Action on international cooperation against illicit production supply, demand, trafficking and distribution of narcotic drugs and psychotropic substances (General Assembly resolution S-17/2 of 23 February 1990, annex). The Global Programme of Action sets out a comprehensive list of measures and activities to be undertaken by States and United Nations entities collectively and simultaneously in the fight against all aspects of drug abuse and illicit traffic. The United Nations Decade against Drug Abuse, as proclaimed in the Political Declaration for the period from 1991 to 2000, is to be devoted to effective and sustained national, regional and international actions to promote the implementation of the Global Programme of Action (see Political Declaration, para. 29). The Comprehensive Multidisciplinary Outline of Future Activities in Drug Abuse Control, 1/ adopted in 1987 at the International Conference on Drug Abuse and Illicit Trafficking, should be used as a basis for developing and translating into action, at the national, regional and international levels, to the widest extent possible, balanced strategies that should include, in particular, specific aspects described in the substantive sections of the Global Programme of Action (see Global Programme of Action, para. 8).

2. In paragraph 97 of the Global Programme of Action, it is stated that the Commission on Narcotic Drugs and the United Nations drug control bodies should continuously monitor progress on the implementation of the Global Programme of Action, and that the Secretary-General should report annually to the General Assembly on all activities relating to the Global Programme of Action and the efforts of Governments.

3. In paragraph 93 of the Global Programme of Action, mention is made of the need to review and assess the United Nations structure for drug abuse control for the purpose of identifying alternative structural possibilities in order to enhance its efficiency. In its resolution 45/179 of 21 December 1990, the General Assembly requested the Secretary-General to create a single drug control programme to be called the United Nations International Drug Control Programme (UNDCP), and to integrate fully therein the structures and functions of the Division of Narcotic Drugs of the Secretariat, the secretariat of the International Narcotics Control Board (INCB) and the United Nations Fund for Drug Abuse Control. In its resolution 46/104 of 16 December 1991, the Assembly welcomed the establishment of UNDCP.

4. The General Assembly, in its resolution 46/102 of 16 December 1991, entitled "Implementation of the Global Programme of Action against illicit production, supply, demand, trafficking and distribution of narcotic drugs and psychotropic substances", strengthened the terms of its resolution 45/148 of 18 December 1990, which had the same title. In those resolutions, the Assembly called upon States to take all possible steps to promote and implement the mandates contained in the Global Programme of Action and requested the Commission and UNDCP to promote and continuously monitor the progress on its implementation. Also in those resolutions, the Assembly requested the

Secretary-General to report annually to it on all activities relating to the Global Programme of Action, including those of Governments.

5. The General Assembly, bearing in mind the commitment expressed by Member States in the Political Declaration constantly to review the activities set out in the Declaration and in the Global Programme of Action, adopted its resolution 47/99 of 16 December 1992, entitled "Examination of the status of international cooperation against the illicit production, sale, demand, traffic and distribution of narcotics and psychotropic substances".

6. In paragraph 1 of that resolution, the Assembly decided to hold four plenary meetings, at a high level, at its forty-eighth session, in order to examine urgently the status of international cooperation against the illicit production, sale, demand, traffic and distribution of narcotics and psychotropic substances, with a view to:

(a) Evaluating the implementation by Member States of the Global Programme of Action and making recommendations on improving cooperation in the field of drug abuse control, taking into account the priority given to this issue by the international community;

(b) Identifying those policies on which there has not been satisfactory progress in order to expand and increase the effectiveness of this cooperation, and to establish measurable goals and renew commitments.

7. In subparagraphs 1 (c) to (g) of the same resolution, the Assembly elaborated on the key themes to be discussed at its high-level plenary meetings. They include promoting universal adherence to the international drug control treaties, particularly the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988; 2/ encouraging the adoption and implementation of legislative and administrative measures necessary to ensure that national judicial systems are compatible with the spirit and intent of the treaties and encouraging States that are not yet parties to apply provisionally the provisions of the treaties; encouraging the pursuit of trade liberalization measures which will enhance the trading opportunities of all countries affected by illicit drug production; considering ways to strengthen international cooperation in programmes of alternative rural development; and strengthening international cooperation to eradicate the growing links between terrorist groups and drug traffickers.

8. In paragraph 3 of its resolution 47/99, the General Assembly requested the Secretary-General to present, at the thirty-sixth session of the Commission, an evaluative report containing recommendations on measures to be taken regarding the item contained in paragraph 1 of the resolution. In paragraph 4 of that resolution, the General Assembly requested the Commission to submit, through the Economic and Social Council, its comments regarding the report of the Secretary-General to be presented to the General Assembly at its high-level plenary meetings.

9. As requested by the General Assembly, a report was prepared for the consideration of the Commission on Narcotic Drugs. It was the preliminary draft of the present more elaborate and updated report. In the present report account has been taken of information from 29 Governments, received after the completion

of the interim report, in reply to a note verbale dated 18 December 1992 from the Secretary-General,* as well as of information gathered from specialized sources during discussion of the item in the Commission. As explained below, the views, concerns and recommendations of the Commission have also been duly reflected.

B. Structure of the report

10. The present report is structured thematically along the lines of the Global Programme of Action. Each chapter or section corresponds to one of the topics dealt with in the Global Programme of Action under a separate heading. The items referred to in subparagraphs 1 (c) to (f) of General Assembly resolution 47/99 are included in those chapters or sections. An additional chapter deals with the activities undertaken within the framework of the United Nations Decade against Drug Abuse. A brief statement of the problems addressed and the objectives set out in each area of action is followed by a description of the approaches and policies developed by States individually, in cooperation with other States at the bilateral, regional and international levels, and with external assistance from other States and international organizations. An attempt has been made to identify the difficulties of implementation encountered by States, to register the positive results achieved and to indicate shortcomings and policies on which satisfactory progress has not yet materialized. A number of concrete examples of programmes and measures adopted and pursued at the national level have been extracted from the replies received from Governments to illustrate possible lines of action. They appear in footnotes to the relevant paragraphs of the report. Recommendations on improving action by States and on international cooperation have also been included. For ease of consultation they are listed together in chapter II with cross-references to the relevant paragraphs in the following chapters.

11. In reading the present report, it should be borne in mind that the large variety of items included in the Global Programme of Action, being closely interrelated in terms of both substance and implementation, overlap to a certain degree. Thus, in many instances, a choice had to be made as to where it seemed more informative to reflect the various activities that had been undertaken. In order to avoid undue repetition, some measures envisaged in a given section of the Global Programme of Action may therefore be dealt with under a different section in this report. In accordance with General Assembly resolution 47/99, emphasis has been placed on action taken by States to implement the provisions of the Global Programme of Action. The activities of the United Nations system in the field of drug abuse control are covered in the reports on the United Nations System-Wide Action Plan on Drug Abuse Control (see E/1990/39 and Corr.1 and 2 and Add.1; and A/48/178).

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* Replies have been received from the following States: Austria, Bahrain, Belarus, Bolivia, China, Denmark, Ecuador, Finland, France, Germany, Greece, Israel, Japan, Lebanon, Luxembourg, Mexico, Myanmar, Netherlands, Norway, Oman, Pakistan, Peru, Poland, Portugal, Republic of Korea, Spain, Sweden, United Kingdom of Great Britain and Northern Ireland and Yugoslavia.

C. Action by the Commission on Narcotic Drugs

12. The Commission on Narcotic Drugs, at its thirty-sixth session held at Vienna from 29 March to 7 April 1993, examined an interim report of the Secretary-General on the implementation by States of the Global Programme of Action (E/CN.7/1993/7) during consideration of its agenda item concerning the monitoring of the implementation of the Global Programme of Action. As a result of its discussion the Commission adopted resolution 7 (XXXVI) of 7 April 1993, entitled "Status of international cooperation against the illicit production and sale of, demand for, traffic in and distribution of narcotic drugs and psychotropic substances".

13. In its resolution 7 (XXXVI), the Commission took note of the interim report of the Secretary-General and requested that the observations made by the Commission on Narcotic Drugs be duly reflected in his final report. It expressed its belief that the recommendations contained in the report incorporated the "essential elements on international cooperation which should provide an appropriate framework for debate during the four high-level plenary meetings" of the General Assembly. In this connection, the Commission recommended to the General Assembly that during those meetings, in addition to the objectives set out in paragraph 1 of Assembly resolution 47/99, particular attention should be paid to:

> "(a) Recommendations contained in the final report of the Secretary-General on the implementation by Member States of the Global Programme of Action;
>
> (b) Reviewing the implementation of the United Nations System-Wide Action Plan on Drug Abuse Control;
>
> (c) Strengthening coordination between regional and international priority themes;
>
> (d) Drug demand reduction, including prevention and reduction of drug abuse, and treatment, rehabilitation and social integration of drug addicts;
>
> (e) Effectiveness of international efforts aimed at eradicating illicit cultivation;
>
> (f) Leadership and coordination role of the United Nations International Drug Control Programme."

14. In considering other items on its agenda, the Commission adopted a number of resolutions making specific reference to the Global Programme of Action or having a bearing on the themes to be considered by the General Assembly at its high-level meetings. Those resolutions deal in particular with the following: demand reduction (draft resolution I); treatment and rehabilitation of drug abusers serving sentences for criminal offences (resolution 4 (XXXVI)); international cooperation to counter illicit production and sale of, demand for, traffic in and distribution of narcotic drugs and psychotropic substances (resolution 7 (XXXVI)) and to ensure their effective control (draft resolution V); prevention of ecological damage caused by illicit cultivation

(resolution 6 (XXXVI)); demand for and supply of opiates for medical and scientific purposes (draft resolution III); measures to prevent diversion of psychotropic substances (draft resolution IV) and precursor and essential chemicals for the manufacture of illicit drugs (draft resolution VI); coordinated action against money laundering and confiscation of proceeds derived from illicit drug traffic (resolution 1 (XXXVI) and 5 (XXXVI)); maritime cooperation to promote implementation of article 17 concerning illicit traffic on the high seas (resolution 3 (XXXVI)) and the use of memoranda of understanding to facilitate cooperation between customs authorities and the international trading community, including commercial carriers (draft resolution VII); legal cooperation to facilitate mutual legal assistance (resolution 8 (XXXVI)); and the relationship between the illicit traffic in arms and explosives and illicit drug trafficking (resolution 9 (XXXVI)). The views, concerns and positions of the Commission expressed in those resolutions have been taken into account in revising the formulation of the recommendations already contained in the interim report and in supplementing or expanding them as appropriate.

II. RECOMMENDATIONS

15. The following recommendations are brought to the attention of the General Assembly:

A. Prevention and reduction of drug abuse with a view to elimination of the illicit demand for narcotic drugs and psychotropic substances (see paras. 16-26)

(a) States should reaffirm the higher priority given to prevention and reduction of drug abuse in the Global Programme of Action with a view to eliminating the illicit demand for narcotic drugs and psychotropic substances at the national and international levels. They should adopt and implement appropriate programmes and allocate adequate resources to achieve that goal;

(b) States should develop at the national level, in coordination with the International Drug Abuse Assessment System, systems to monitor the nature, extent and patterns of drug abuse. Technical advice and assistance should be requested from UNDCP when needed;

(c) States should encourage the mobilization of public support and participation of the community in activities associated with the Global Programme of Action, in particular, by establishing committees for the coordination of national efforts to combat illicit trafficking and drug abuse;

(d) States should aim at involving voluntary and non-governmental organizations, including those concerned with health, education, law enforcement and community work, in the development and implementation of specifically targeted and culturally appropriate demand-reduction strategies;

(e) States should promote national, subregional, regional and international cooperation in order to facilitate improved coordination, at the policy and operational levels, of personnel dealing with the reduction of both demand and supply;

(f) States should continue to develop education programmes within their school systems and through youth organizations to make young people aware of the dangers of drug abuse and lead them to adopt a healthy lifestyle free from drugs;

(g) States should make efforts to ensure that training programmes for professionals in the field of health and education include adequate training in drug abuse;

(h) States should attempt to analyse the underlying causes of illicit demand for narcotic drugs and psychotropic substances;

(i) States should comply with the reporting requirements of paragraph 15 of the Global Programme of Action as extended by resolution 1991/45 of the Economic and Social Council;

B. Treatment, rehabilitation and social reintegration of drug abusers (see paras. 27-33)

(a) States should invest more resources in treatment programmes and provide adequate facilities, with international assistance as necessary. Training for health workers and the medical profession should be further developed;

(b) States should take appropriate measures to ensure that drug abusers, particularly those who carry out injections, have access to the form of treatment they require;

(c) States should endeavour to develop, within their criminal justice and prison systems, programmes specifically adapted to the treatment, rehabilitation and social integration of drug-dependent offenders;

(d) States should, in appropriate cases of minor drug-related offences, consider the possibility, as envisaged in article 3, paragraph 4 (c), of the 1988 Convention, of providing as alternatives to conviction or punishment, measures such as education, rehabilitation or social reintegration, as well as, when the offender is a drug abuser, treatment and after-care;

(e) States should address the problems raised by hepatitis, the human immunodeficiency virus and acquired immune deficiency syndrome, and, where appropriate, take steps, including increased accessibility to treatment and other approaches, to reduce their harmful effects;

C. Control of supply of narcotic drugs and psychotropic substances (see paras. 34-85)

1. Eradication and substitution of illicit production of narcotic drugs, and eradication of illicit processing of such drugs and of illicit production and diversion of psychotropic substances (see paras. 34-54)

(a) States should improve their assessment of illicit crop cultivation by using aerial or satellite reconnaissance methods. They should seek external support where necessary in order to meet the costs;

(b) States should carry out research to find suitable, environmentally appropriate alternative crops where existing alternatives have proved inadequate;

(c) States should cooperate to promote access of alternative crops to international markets and, for that purpose, consider granting special trade preferences to producing countries or concluding other suitable arrangements;

(d) States should allocate additional resources from both national budgets and external sources for alternative development programmes. In view of the magnitude of the funds required, international financial institutions should be encouraged to support development projects in the affected areas;

(e) States should make additional efforts to suppress the activities of drug traffickers in areas where illicit cultivation occurs. In order to deal with the problems in the most difficult areas, joint projects should be developed by neighbouring States;

(f) States should review and strengthen as necessary their legislation and monitoring procedures to control more effectively the illicit manufacture and trade of psychotropic substances;

(g) States should strengthen their intelligence and law enforcement mechanisms to identify, dismantle and destroy clandestine laboratories engaged in the illicit manufacture of drugs. Bilateral and international assistance should be provided for that purpose when requested;

2. Licit production, manufacture and supply of narcotic drugs and psychotropic substances (see paras. 55-61)

(h) States should continue to allocate the resources needed to ensure the control of narcotic drugs and psychotropic substances, and prevent their diversion into the illicit traffic, in full compliance with the international drug control treaties;

(i) In order to strengthen the control of international trade in psychotropic substances, States should implement fully the control mechanisms provided in the Convention on Psychotropic Substances of 1971 3/

and the supplementary control measures concerning international trade contained in Economic and Social Council resolutions 1981/7 of 6 May 1981, 1987/30 of 26 May 1987 and 1991/44 of 21 June 1991;

(j) Importing countries, particularly those affected by the diversion of psychotropic substances from the international trade, should take more frequent advantage of the provisions of article 13 of the 1971 Convention to prohibit the import of psychotropic substances not needed for legitimate use but frequently diverted into illicit channels;

(k) States that do not yet control exports of all substances listed in Schedules III and IV of the 1971 Convention by using the system of export authorizations provided for in article 12, paragraph 1, of the said Convention should urgently consider the establishment of such a system;

(l) States in Eastern Europe should give priority to creating and/or strengthening their control and monitoring systems for licit drugs and, to that effect, additional personnel and financial resources should be provided by the Governments concerned, with international assistance as may be necessary;

(m) Countries producing opiate raw materials should be assisted in their efforts to restrict global production to a level corresponding to actual licit needs in opiates and to avoid any proliferation of production. Traditional producer countries should also aim at upgrading their technology in order to meet both domestic and international requirements in opiates;

3. Cooperation on the multilateral level
(see paras. 62-72)

(n) States should, with the assistance of the United Nations International Drug Control Programme where necessary, draw up master plans defining their objectives and priorities and determining the steps to be taken to implement national strategies, thereby providing a basis for developing a subregional strategy;

(o) States should associate themselves with the objectives of the Tehran Declaration, adopted on 28 October 1992 by States participating in the Ministerial-level Conference at the Twenty-ninth Session of the Subcommission on Illicit Drug Traffic and Related Matters in the Near and Middle East, and consider entering into similar arrangements with a view to combating more effectively the abuse of and illicit trafficking in narcotic drugs and psychotropic substances;

(p) States should ensure that the governing bodies of relevant specialized agencies and international financial institutions involved in providing technical assistance allocate appropriate resources to drug control activities related to their mandates and field of expertise, in coordination with the United Nations International Drug Control Programme;

4. Monitoring and control mechanisms (see paras. 73-85)

(q) States that have not yet done so should adopt effective legislative and other regulatory measures to implement article 12 of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988, taking fully into consideration the recommendations contained in the final report of the Chemical Action Task Force established by the heads of State or Government of the Group of Seven major industrialized nations and the President of the Commission of the European Communities at the sixteenth annual economic summit, held at Houston, Texas, in July 1990;

(r) States parties to the 1988 Convention should submit regularly to the Board, in the prescribed form and manner, all information required under article 12 of that Convention;

(s) States should give full consideration and, where appropriate, apply the guidelines disseminated by UNDCP and prepared for use by national authorities in preventing the diversion of precursor and essential chemicals;

(t) States in which precursors and essential chemicals are manufactured and States in which narcotic drugs and psychotropic substances are illicitly manufactured should establish close cooperation in order to prevent the diversion of precursors and essential chemicals into illicit channels. Consideration should be given to the conclusion of bilateral and regional agreements and arrangements for that purpose;

(u) States should intensify their efforts to establish or strengthen their drug-detection and pharmaceutical-control laboratories with outside assistance as needed;

(v) States having established or strengthened drug detection and pharmaceutical control laboratories should provide the necessary resources and support to ensure their continuous operation;

D. Suppression of illicit trafficking in narcotic drugs and psychotropic substances (see paras. 86-104)

1. Traffic (see paras. 86-101)

(a) States that have not yet done so should proceed as rapidly as possible to ratify or accede to the Single Convention on Narcotic Drugs of 1961, 4/ that Convention as amended by the 1972 Protocol, the Convention on Psychotropic Substances of 1971 and the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988;

(b) States should identify the difficulties experienced by them in implementing the international drug control treaties with a view to facilitating the provision of bilateral or international assistance as needed;

(c) States with a common legal system and common language should work together to harmonize their national legislation. States that have different legal systems should explore ways to promote understanding of the different approaches taken by their respective systems;

(d) States should ensure that the information required to be furnished to the Commission on Narcotic Drugs under the relevant provisions of the international drug control conventions to which they are parties is submitted promptly and regularly and fully covers the specified items. Particular attention should be given to reporting significant cases involving illicit traffic within their jurisdiction and seizures from such illicit traffic;

(e) States should ratify or accede to the multilateral treaties aimed at suppressing the illicit traffic in narcotic drugs and psychotropic substances that have been concluded within their region so that those instruments may enter into force as early as possible. They should also take the necessary legislative and other measures to ensure the effective implementation of those instruments;

(f) States providing equipment or other material assistance to other States should supply details of such assistance to the United Nations International Drug Control Programme to ensure adequate coordination and thereby to prevent duplication and optimize the use of resources;

(g) States, whether they are donors or recipients of assistance in the form of drug law enforcement training, should cooperate fully in pooling information, in the manner requested by the United Nations International Drug Control Programme, in order to ensure comprehensive coordination of efforts and resources;

(h) States should provide the United Nations International Drug Control Programme with up-to-date information on resources that they have allocated to drug law enforcement and the interdiction of illicit drug trafficking. This information should be presented in accordance with a formula selected by the United Nations International Drug Control Programme in order to achieve uniformity. It should cover arrangements to ensure coordination in both policy and operational matters between agencies at the national level;

(i) States should make increased use of regional meetings of the heads of national drug law enforcement agencies to establish regional initiatives, with priorities, to ensure that all States of the region are able to use the law enforcement techniques and measures found in the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988, the Comprehensive Multidisciplinary Outline of Future Activities in Drug Abuse Control and the Global Programme of Action, such as controlled delivery;

(j) States that are not already making use of arrangements for the regular exchange of information on the methods and routes used by illicit traffickers should proceed to do so;

2. Distribution (see paras. 102-104)

(k) States should review their domestic arrangements for the regulation and control of licit supplies of drugs, especially psychotropic substances, to ensure the satisfaction of legitimate and justified medical requirements and prevent illicit supply. Assistance in this respect should be requested through the United Nations International Drug Control Programme as necessary;

E. Measures to be taken against the effects of money derived from, used in or intended for use in illicit drug trafficking, illegal financial flows and illegal use of the banking system (see paras. 105-115)

(a) States should adopt the necessary legislative and administrative measures to give effect to the provisions of articles 3 and 5 of the United Nations Convention against Illicit Trafficking in Narcotic Drugs and Psychotropic Substances of 1988 or review their legislation to bring it into conformity, where necessary, with the provisions of that Convention. Particular attention should be paid in this process to the recommendations contained in the report of the Financial Action Task Force established by the heads of State or Government of the Group of Seven major industrialized countries and the President of the Commission of the European Communities at the fifteenth annual economic summit, held in Paris in July 1989;

(b) States should seek to conclude bilateral and multilateral treaties, agreements or arrangements to enhance the effectiveness of international cooperation pursuant to the 1988 Convention and ensure the full implementation of such instruments;

(c) States should consider establishing separate financial and money laundering investigation units within their drug law enforcement agencies to ensure that the necessary specialized skills and expertise are developed and available for international cooperation;

(d) States should consider establishing asset forfeiture funds to facilitate the utilization of confiscated proceeds or property for activities to control drug abuse and illicit trafficking at the national level or, where domestic law permits, contributing such proceeds or property to the Fund of the United Nations International Drug Control Programme. States should also consider the possibility of sharing confiscated proceeds or property with other States parties to the 1988 Convention in accordance with article 5, paragraph 5 of that Convention, in particular with States which have materially contributed to the investigation leading to the conviction of traffickers and the confiscation of their profits;

F. Strengthening of judicial and legal systems, including law enforcement (see paras. 116-121)

(a) States should initiate and implement, with international assistance if necessary, specific programmes aimed at strengthening their judicial, legal and law enforcement systems, paying special attention to the training of personnel at all levels;

(b) States should encourage the elaboration, by international and regional organizations, of model agreements on cooperation among customs officials, law enforcement agencies and other interested organizations involved in combating drug abuse and illicit trafficking;

(c) States should ensure, through the conclusion of bilateral or multilateral agreements or arrangements, the efficient and expeditious processing of requests for mutual legal assistance in investigations, prosecutions and judicial proceedings involving illicit drug trafficking, and, where appropriate, provide technical assistance for such purposes;

(d) States should place greater emphasis on developing ways and means of protecting more effectively the judiciary from acts of intimidation and actual violence, and of preventing corruption throughout the judicial and law enforcement systems. The sharing of experiences in this respect among States should be encouraged and appropriate technical assistance should be made available to States at their request;

(e) With a view to reducing the threats of violence directed at law enforcement agents and officials of the judiciary, States should consider enacting legislation to restrain the availability and misuse of weapons domestically and internationally;

G. Measures to be taken against the diversion of arms and explosives and illicit traffic by vessels, aircraft and vehicles (see paras. 122-131)

(a) States should implement fully article 15 of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988 by taking appropriate measures to prevent the use of commercial means of transport for illicit traffic;

(b) States should promote cooperation between their customs and other competent authorities and commercial carriers, in particular through the conclusion and implementation of memoranda of understanding aimed at preventing drug smuggling;

(c) States should cooperate to the fullest extent possible to suppress illicit traffic by sea by implementing the provisions of article 17 of the 1988 Convention, or equivalent measures in the case of States that have not yet ratified the Convention, and by participating in regional cooperation initiatives;

(d) States, particularly those affected by transit traffic of illicit drugs, should endeavour to participate with other States of the same region in monitoring the movement of suspect vessels, aircraft and other means of transport for the purpose of recording and exchanging intelligence;

(e) States affected by the activities of illicit drug traffickers who use arms, explosive devices and violent methods to enhance their activities or who act in collusion with terrorist or insurgent groups should urgently participate in bilateral or subregional initiatives involving neighbouring States to combat such activities more effectively. Use should be made of the assistance offered by the international community in support of such efforts;

(f) States which have not already done so should consider establishing or improving controls, especially export controls, on transfers of weapons, ammunition and explosives, in order to prevent their diversion to illicit drug-traffic-related activities;

H. United Nations Decade against Drug Abuse, covering the years 1991-2000 (see paras. 132-136)

(a) States should reaffirm their commitment to implement the mandates and recommendations contained in the Global Programme of Action and should endeavour to translate them into practical action to the widest extent possible within the time-frame of the United Nations Decade against Drug Abuse;

(b) States should enlist the support of national organizations and personalities, both public and private, and should encourage the media to publicize the objectives of the Decade and to provide extensive coverage of significant Decade-related activities;

(c) States that have not yet done so should give favourable consideration to the establishment of national focal points or coordinating committees to ensure effective concerted action by all elements involved in the promotion of the Decade;

(d) States should allocate adequate resources for the attainment of the objectives of the Decade and should consider the possibility of making voluntary contributions to the Fund of the United Nations International Drug Control Programme to strengthen the impact and effectiveness of the Decade;

(e) States should provide the United Nations International Drug Control Programme with timely information on activities undertaken at the national level to facilitate global reporting on progress achieved in the implementation of the Decade;

I. Resources and structure (see paras. 137-141)

(a) The General Assembly should be invited to finalize its decisions regarding the organizational arrangements for the United Nations International Drug Control Programme, in particular with regard to arrangements relating to personnel so that it may fully carry out its role as the main focus for concerted international action for drug abuse control;

(b) States should reconfirm that the high priority given to international drug control by the General Assembly in the Global Programme of Action should be continued beyond the biennium 1992-1993 to reflect the higher priority;

(c) More States should contribute substantial voluntary financial and other resources to the Fund of the United Nations International Drug Control Programme according to their means;

(d) States that have already made substantial contributions to the Fund of the United Nations International Drug Control Programme should not only continue to do so, but should also evaluate the positive impact of increasing such contributions in order to enable the Programme to expand its operational activities, in particular the development of subregional drug control plans and programmes;

(e) States should appeal to all vital sectors of society, in particular the private sector and non-governmental organizations, in order to sustain the efforts of the United Nations International Drug Control Programme to mobilize resources;

(f) States should ensure that the governing bodies of the specialized agencies of the United Nations system accord a higher priority to their agency-specific drug control activities and that that priority is reflected in the allocation of additional resources for such activities in the programme budgets of those agencies.

III. PREVENTION AND REDUCTION OF DRUG ABUSE WITH A VIEW TO ELIMINATION OF THE ILLICIT DEMAND FOR NARCOTIC DRUGS AND PSYCHOTROPIC SUBSTANCES*

16. The Global Programme of Action requires Member States to give higher priority to preventing and reducing the illicit demand for narcotic drugs and psychotropic substances at all levels, to elaborate and implement national plans and programmes to achieve those aims, and to allocate appropriate resources and services.

17. The response of States has varied considerably as regards the priority assigned to demand reduction as part of a balanced national strategy to combat drug abuse. This is apparent in both the nature and scope of the measures taken and in the allocation of resources and services, as well as in the degree of coordination achieved at the policy and operational levels. A few countries have drawn up comprehensive plans for dealing with the problem as a whole. Others have established sectoral plans in demand reduction. By far the most common actions have been mass media campaigns and the development of drug-prevention programmes in schools.

18. The establishment of committees for the coordination of national efforts to combat illicit trafficking and drug abuse has increased since the adoption of the Global Programme of Action, so that now about 60 States have such committees.** Unfortunately, this has not necessarily led to greater coordination where one particular agency assumes a controlling influence or where there is no mechanism to carry out policies established by the committees. Therefore, one envisaged outcome of the establishment of such committees, the mobilization of public support and participation of the communities in activities associated with the Global Programme of Action, has rarely occurred.

19. Not only has there been an increase in drug-education programmes in schools, but there has also been a change in emphasis. The trend in several countries has been to move away from short courses about the dangers of illicit

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* See recommendations 1 to 9.

** In China, a National Narcotics Commission was established in 1990 with wide-ranging responsibilities covering policy, coordination and cooperation at all levels. In Ecuador, an Inter-institutional Prevention Committee established at the national level conducts preventive activities in coordination with the labour and education sector. In Spain, coordination of the national programmes with non-governmental organizations takes place through an annual assembly bringing together social institutions concerned with drug abuse prevention, treatment and rehabilitation and social reintegration. In 1991, the coordinating agency for non-governmental organizations working in the area of drug dependence was established as an autonomous entity.

drugs towards the promotion of comprehensive healthy-lifestyle programmes.* Emphasis has been placed on identifying positive action that can promote better health and, at the same time, on indicating what constitutes harmful action. In countries where there are significant numbers of out-of-school children, many efforts are being made to reach such children, particularly because of the widespread use of volatile solvents among them. The inclusion of drug education programmes as part of professional training, however, has been a slow process.

20. Mass media campaigns have been widely used. Most of them have been aimed at the general public, but some have targeted the media practitioners themselves or young people, both in school and out of school. The means used to reach a wider public vary greatly; they range from radio and television and poster campaigns to booklets, leaflets, videos, special theatre, film and musical activities, stickers for car bumpers, and badges. Most campaigns seek to increase awareness of the nature of the drug abuse problem, the dangers of taking drugs and the consequences, in social and legal terms, of being convicted of illicit drug trafficking or possession.

21. Not all campaigns have been successful. Unless a campaign is carefully conceived and its message adapted to the cultural and social context of the target group, it can even make the situation worse. This usually occurs if the message inadvertently gives information on how to take drugs, if the claims being made cannot be substantiated or if the credibility of not only that particular message but of all messages from the source in question is doubtful.

22. The Global Programme of Action calls for further analysis of the causes of illicit demand for narcotic drugs and psychotropic substances and methods for assessing those causes. The necessary measures, it is stated, should be identified to combat drug abuse at the root of the problem, giving special attention to the social causes. Several States continue to consider that the root causes lie with the individual and are not of social origin.

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* In China, arrangements have been made by the competent education authorities to incorporate knowledge of the dangers of narcotic drugs and the modern history of Chinese anti-drug movements into the conventional curriculum in all schools. A textbook entitled "Knowledge of Narcotics Control" was published by the Narcotics Control Commission in 1992. In Mexico, a programme was launched to integrate the national education system into the prevention effort to ensure that pupils adopt modes of behaviour, attitudes and habits in which drug consumption has no place. Training of the teaching staff whose task is to shape the preventive attitudes of pupils is accorded a high priority. In Peru, within the framework of the Project for Public Information and Education on Drugs, projects concerned with the incorporation of prevention programme objectives, topics and strategies in various areas of education and in the structure of the curriculum at all levels of education have been implemented, on an experimental basis, in 114 schools throughout the country. Technical teams, consisting of education specialists and teachers, are being trained at regional and subregional levels. Prevention programmes were implemented in 25 pilot schools. In Spain, the subject of prevention and reduction of drug abuse is covered by educational institutions on a permanent basis, and has been included in the curriculum for the baccalaureate since 1991.

23. The goal of establishing and promoting national assessment systems in line with the International Drug Abuse Assessment System (IDAAS) was much emphasized in the Global Programme of Action and reinforced by the Economic and Social Council in its resolution 1991/45. Considerable progress has been made over the past several years in the development of registries of drug abusers, and has accelerated since the adoption of the Global Programme of Action. The number of such registries has grown from 25 in 1983 to 64 at present. States that do not have in place systems for recording data on drug abuse report that the difficulties they have had in setting up such systems are related to the training of staff more than to financial limitations; there is also a great need for advice on what equipment and software would be appropriate. Many States and organizations that are making progress in this area are doing so without adequate consultation with UNDCP; as a result, their systems may not be compatible with existing or future systems and, in many cases, may duplicate work already being carried out. Coordination with IDAAS must be a priority for the development of national systems for recording data on drug abuse.

24. With a view to enabling a regular assessment of the level of national and international progress towards prevention and demand reduction, States were asked, under paragraph 15 of the Global Programme of Action, to report annually, in response to a questionnaire, on the extent to which they had been able to fulfil the demand-reduction targets set out in the Comprehensive Multidisciplinary Outline. That request was reinforced and extended by the Economic and Social Council in its resolution 1991/46 of 21 June 1991, when treatment and rehabilitation were also included in the activities to be reported upon. To date, however, the response has not been encouraging. In the first year, only 52 States replied to the questionnaire; in the second year, only 46 replies were received.

25. States were asked to promote increased cooperation with, and involvement of, non-governmental organizations in the field of reduction of illicit drug demand, thus encouraging initiatives and programmes at the grass-root levels. Some States have effectively stimulated non-governmental organizations to develop such programmes, but unfortunately their number is small.* Many Governments do not encourage activities of non-governmental organizations, and the activities of some non-governmental organizations are supported by bodies and organizations outside the country.

26. Although non-governmental organizations were also asked to report on the achievement of the targets of the Comprehensive Multidisciplinary Outline, few have done so; in general, it is difficult to obtain information from non-governmental organizations on their activities. Although a slight improvement at both the national and international levels can be observed, much needs to be done to improve the relationship between Governments and

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* In Sweden, where the National Institute of Public Health is responsible for all preventive activities, campaigns and strategies in the country, considerable preventive work is carried out by non-governmental organizations, often in cooperation with national authorities, and economic support is extended to them for that purpose.

non-governmental organizations, especially in developing countries. Better coordination and documentation of their activities would facilitate cooperation in the field of demand reduction.

IV. TREATMENT, REHABILITATION AND SOCIAL REINTEGRATION OF DRUG ABUSERS*

27. According to the Global Programme of Action, programmes for the social reintegration, rehabilitation and treatment of drug abusers and drug-addicted offenders should be included in national strategies in the health, social, legal and penal fields, showing due regard for the diverse needs of individual drug abusers.

28. The allocation of resources to treatment programmes has not noticeably increased since 1990; in fact, some developed countries have even reduced the number of treatment facilities available.** Developing countries have expressed a desire to provide more treatment facilities for drug abusers but are hampered from doing so by insufficient resources and lack of training for health personnel. In Africa, many countries complain about the lack of facilities, personnel and proper training for staff.

29. Few countries have specialized programmes in prisons for drug-dependent offenders. Those programmes that do exist rarely consist of more than rapid detoxification under medical supervision. Efforts are, however, being made in many countries to divert drug-dependent offenders from the criminal justice system into treatment and rehabilitation schemes.*** This trend is detectable mainly in developed countries, but not exclusively so. The problems posed by drug abusers in prisons, particularly with the advent of the human immunodeficiency virus (HIV), have accelerated this trend. Nevertheless, there is still a wide variety of approaches to dealing with drug-dependent offenders, ranging from segregation and exemplary punishment to treatment and rehabilitation schemes.

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* See recommendations 10-14.

** However, Israel reported a fivefold increase in treatment and rehabilitation capabilities ranging from 400 to 2,000 drug abusers, while the Netherlands indicated that about 75 per cent of current abusers came into contact with some type of treatment agency, as compared to about 40 per cent in the early 1980s. In the Republic of Korea, several State and private mental hospitals have been designated as centres for free treatment of drug abuse and rehabilitation, and a specific centre specializing in the treatment and rehabilitation of drug abusers, with a capacity to accommodate about 200 patients, equipped with advanced technology and facilities, is being constructed.

*** In Spain, Constitutional Law 1/92 provides for the possible suspension of sanctions for public consumption of illicit drugs in cases where the offender submits to curative treatment.

30. Rehabilitation programmes and reintegration programmes have elicited increased interest in many African, Asian and European countries. There has been a particularly sharp increase in requests to the International Labour Organisation for assistance relating to drug abuse programmes in the workplace and for help in establishing information centres.

31. According to the Global Programme of Action, training programmes relating to the latest developments and techniques in the field of treatment of drug addiction and rehabilitation and reintegration of former addicts should be conducted more regularly at the national, regional and international levels. There has been no noticeable increase in resources available to achieve those goals. In developing countries, training is mainly provided through bilateral assistance; either special courses are organized in the recipient country or places are made available for students in existing courses in the donor country. Medical practitioners are the main beneficiaries and the training of other health workers is often neglected.

32. The facilitation and promotion of the involvement of non-governmental organizations in all areas of treatment and rehabilitation and the intensification of their cooperation with the relevant United Nations bodies have been difficult to achieve. Non-governmental organizations have been active in providing counselling, long-term support and rehabilitation to drug abusers, in contributing projects such as therapeutic communities and drop-in centres, but not in providing treatment itself. The reason would appear to be that if medical supervision is required, especially if a drug is being administered, the cost of the service is beyond the financial and professional resources of most non-governmental organizations in the field.

33. In line with the Global Programme of Action, national essential drug programmes have been established in some countries with the assistance of the World Health Organization (WHO) as part of the primary health-care strategy, emphasizing the rational selection, supply management and prescribing of safe and effective drugs. The rational use of pharmaceutical preparations containing narcotic drugs or psychotropic substances is a subject that is usually included in the curriculum of national educational institutions for health-care professionals. Most prescribers are thus aware of the risk of drug dependence. Because of other competing factors, however, knowledge is not always enough to ensure sound prescribing practices. More effort is therefore needed to further strengthen education and training in rational prescribing of dependence-producing psychoactive drugs at all levels.

V. CONTROL OF SUPPLY OF NARCOTIC DRUGS AND PSYCHOTROPIC SUBSTANCES*

A. Eradication and substitution of illicit production of narcotic drugs, and eradication of illicit processing of such drugs and of illicit production and diversion of psychotropic substances**

34. The Global Programme of Action calls upon States to develop and implement comprehensive and well-articulated programmes with a view to eliminating illicit cultivation of narcotic plants and illicit production of narcotic drugs and psychotropic substances. It also urges international cooperation to facilitate trade flows and provide access to international markets for countries affected by the illicit production and processing of narcotic drugs and psychotropic substances.

35. The illicit cultivation of both opium poppy and cannabis in South-East and South-West Asia has continued to constitute a major problem since the adoption of the Global Programme of Action. Declining trends in illicit poppy cultivation have been observed in the Lao People's Democratic Republic and Thailand, but elsewhere in Asia there appears to have been little if any improvement. Opium is converted into morphine and heroin in illicit laboratories generally located close to the areas of poppy cultivation.

36. Most of the Asian countries in which illicit opium poppy cultivation occurs are parties to the Single Convention on Narcotic Drugs of 1961. Those that are not (the Lao People's Democratic Republic and Viet Nam) have taken administrative measures to curb illicit narcotic plant cultivation and have recently sought international assistance with a view to introducing legislation in order to conform to the 1961 Convention. Two countries in which illicit poppy cultivation occurs (Pakistan and Thailand) have, in addition, drawn up comprehensive plans and programmes with a view to completely eliminating such cultivation.

37. The ongoing programmes to reduce illicit drug supply in Asia generally have several key elements. One is the annual assessment of areas under illicit opium poppy cultivation and the estimated yield of that cultivation. Various methods are being used to make the assessment, including ground surveys, aerial photography and remote sensing. Remote sensing, still at an experimental stage, is currently being assessed for its potential for wider applications. Some countries are receiving international assistance in this regard.***

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* See recommendations 15 to 36.

** See recommendations 15 to 21.

*** France has developed a satellite programme for the detection of narcotic crops which is now operational through the SPOT satellite in Thailand.

38. Another key element of opium elimination strategies is the stimulation of rural development in producing areas. One common feature of the producing areas is that they are relatively remote, mountainous and not well integrated into the mainstream of national economic and social development. In some cases, the regions are inhabited by ethnic minorities. The aim of the rural development programmes is to reduce the isolation of such communities by improving the transport and communication infrastructure and social services, as well as by introducing alternative farming systems and related agricultural marketing opportunities.*

39. In some programmes, such as those in the Lao People's Democratic Republic and Thailand, emphasis is also placed on establishing basic health services in the affected areas. Education programmes are frequently included as part of the efforts to enable the growers' families to participate in economic and social development activities. Wherever possible, public works such as road construction are carried out using labour-intensive methods, thereby providing badly needed jobs. In some cases, support has been given for the creation of industrial estates.

40. Countries in which illicit cultivation remains a problem have sought international assistance in implementing these programmes. Some countries have received support over a relatively extended period while others, notably the Lao People's Democratic Republic, have begun to receive assistance only recently. For reasons of security and because of limited resources, the necessary attention has not been paid to all affected areas.

41. A third key element in dealing with illicit cultivation is the upholding of the relevant national laws prohibiting such cultivation. This includes providing information to farmers about the applicable laws and carrying out action against drug traffickers to prevent farmers from being coerced into illicit cultivation activities. It also entails legal sanctions including, where necessary, the physical destruction of illicit crops.

42. In Latin America, most countries are parties to the 1961 Convention, including the main producer countries - Bolivia, Colombia, Mexico and Peru. Despite eradication efforts, with some bilateral support, most countries of the region remain affected by illicit crop cultivation.

43. No recent, comprehensive official figures are available for coca bush eradication in the Andean countries, though the net situation has remained largely unchanged since the adoption of the Global Programme of Action. Eradication on a limited scale continued in Bolivia and Colombia. In Peru, due to the fragile security situation, the Government has not been able to pursue an effective eradication strategy.

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* China is providing access to alternative crops from neighbouring countries, such as Lao People's Democratic Republic, Myanmar and Viet Nam, thus facilitating rural development in those countries.

44. In Mexico, which for many years had been a major illicit source of opium poppy, strong government measures have reportedly brought about a significant reduction in opium production.* Given the relatively high return of opium poppy cultivation in relation to coca bush cultivation, the trend, however, is towards significant expansion in Colombia as well as in Ecuador and Peru. As regards cannabis cultivation, Chile, Colombia, Ecuador, Guatemala, Guyana, Jamaica, Mexico and Venezuela all reported large-scale destruction of cannabis plants.

45. One factor limiting crop substitution activities in the Amazon subregion and the highlands is the unavailability of technically and economically viable crops to substitute for illicit crops. Technically viable alternative crops need to be identified, developed and tested. Nevertheless, the three Andean coca-producing countries have adopted alternative development as their chosen strategy to combat illicit cultivation.** To date, success has been limited owing to lack of resources and access to markets; the current world recession has limited trading opportunities and impaired the prospects of a more liberal world-wide trade regime within which alternative crops could find an adequate market. Bilateral and multilateral donors also participated in in-country alternative development programmes, though the resources allocated have not been commensurate with the scale of the problem.

46. In the Declaration of San Antonio, signed at San Antonio, Texas, on 27 February 1992, the Governments of Bolivia, Colombia, Ecuador, Mexico, Peru, United States and Venezuela reaffirmed their commitment to strengthening cooperation to combat illicit drug production. In this context, a commitment to greater market access and the generation of productive employment was made, including support for the Enterprise for the Americas Initiatives, whereby the above-mentioned Latin American countries signed bilateral trade and investment agreements with the United States. Mexico, for its part, completed negotiations on the North American Free Trade Agreement with Canada and the United States. The European Community (EC), in 1990, granted to four Andean Pact countries (Bolivia, Colombia, Ecuador and Peru) special trade preferences that should contribute both to an increase in total export revenue and to a diversification of the export trade.

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* In Mexico, poppy eradication in 1992 was up 50 per cent as compared with 1991. As part of a permanent campaign against drug trafficking, the army and air force carried out operations to eradicate the sowing and cultivation of narcotic crops, focusing exclusively on the search for, location and destruction of illicit plantations.

** In Bolivia, between 1989 and 1992, 1,856 projects were carried out as part of the alternative development policy; their goal was to replace the cultivation of coca by an alternative crop, while keeping in mind the traditional legitimate uses. In Peru, within the framework of a special project for the Central Huallaga and Lower Mayo regions, 8,000 hectares were developed, through irrigation, for the production of 80,000 tonnes of food crops, mostly rice, providing employment for 3,000 families. The project also included the operation and maintenance of a hydroelectric power station supplying energy to eight locations, as well as reforestation of 80 hectares of hillside.

47. In Europe and Western Asia, particularly in member States of the Commonwealth of Independent States, Lebanon and, to a lesser extent, Turkey, the processing of raw material into heroin for trafficking is a serious problem. In Belarus, Estonia, Latvia, Lithuania, Poland and Ukraine, the processing of poppy straw extract into a heroin-like liquid that is injected intravenously is increasing.

48. The combination of renewed determination by the Government of Lebanon to undertake an energetic eradication campaign combined with climatic conditions that were not favourable to illicit cultivation, led to a substantial decrease in opium poppy cultivation in 1992. With a view to establishing a viable alternative to illicit cultivation, an integrated area development programme for the Baalbek-Hermel districts of the El Beqa'a valley, proposed by a United Nations inter-agency mission, is to be implemented in three phases from 1993 to 1997.

49. European countries, as well as Canada and the United States, have reported on the eradication of cannabis fields since the adoption of the Global Programme of Action. The number of occurrences of illicit cannabis cultivation in Canada, the Netherlands and the United States, however, is increasing. In member States of the Commonwealth of Independent States, lack of expertise, technical capacities and coordination prevented the implementation of concerted large-scale eradication action in 1991 and 1992. In addition, the destruction of large wild-growing cannabis fields is hampered by environmental concerns. The Governments of Kazakhstan and Uzbekistan have sought assistance from UNDCP in evaluating the effectiveness and environmental safety of chemical and biological agents proposed for the eradication of such fields.

50. The illicit production of psychotropic substances occurs widely. Law enforcement authorities in many countries have suppressed small-scale laboratories where amphetamines and other substances are illicitly produced. Such production remains a serious problem in many developed countries, however, as well as in some developing countries that are relatively industrialized. For example, significant quantities of methaqualone and methamphetamine are being illicitly manufactured in south and east Asia, respectively. Eastern European countries, lacking up-to-date legislation covering all narcotic drugs and psychotropic substances, are particularly endangered by the virtually uncontrolled production of, for example, amphetamines and ephedrine.

51. Reduction of illicit supply of drugs also includes action to suppress the operation of clandestine laboratories where heroin, morphine and cocaine are produced. Governments of affected countries have successfully destroyed a number of such laboratories but the overall impact of these efforts has remained limited. Among the measures available to prevent the operation of such laboratories is the seizure of chemicals diverted from licit sources, a measure that has recently proved successful in, for example, Pakistan. Increased international and interregional cooperation is required to assist countries affected by production of illicit drugs in strengthening their intelligence and law enforcement mechanisms to identify, dismantle and destroy clandestine laboratories.

52. In spite of the successes achieved in some countries and in some areas in dealing with illicit cultivation and production, the overall situation has shown

little sign of improvement in the last three years. In some countries, illicit crop cultivation cannot be viewed independently from issues related to ethnic minorities, insurgencies and other political or socio-economic considerations. Groups engaged in illicit drug production have acquired such wealth and influence that the will of Governments to act against them is often compromised.

53. There has been some progress in developing improved methodologies to obtain accurate data on illicit cultivation; however, further study is required, particularly concerning the costs and benefits of remote sensing. With respect to illicit production, there are particularly intractable problems in areas where Governments do not exercise full authority. To deal with this problem, some of the countries concerned have decided to develop cooperative or joint projects with neighbouring countries that are equally affected. This approach, which was initiated in South-East Asia, may also prove useful in South-West Asia and possibly in other areas.

54. The effectiveness of government eradication programmes depends on the resources that they are able to obtain, from the national budget as well as from other funding sources. In several of the affected countries, the available resources are clearly less than what is needed. Furthermore, alternative development programmes, particularly in Latin America, are dependent on access to markets for agricultural products. The delays in completing the Uruguay Round of multilateral trade negotiations and other obstacles preventing access to the markets of developed countries have adversely affected the results of such programmes.

B. Licit production, manufacture and supply of narcotic drugs and psychotropic substances*

55. According to the Global Programme of Action, a balance should be maintained between demand and supply of raw materials, intermediates and final products for legitimate uses, including medical and scientific purposes. The Global Programme of Action also calls for international cooperation and assistance to overcome the problem of excess stocks of opiate raw materials.

56. Governments have continued to provide INCB with estimates of their annual legitimate requirements for narcotic drugs, in accordance with the 1961 Convention. The administration of the world-wide estimate system, in addition to the statistical return system administered by INCB, has enabled Governments to limit generally to legitimate needs the licit production, manufacture and trade of narcotic drugs; as a result, the diversion of narcotic drugs from licit sources into illicit channels has remained relatively rare. Diversion is generally the result of deficiencies in the application of control measures in international trade. Deficiencies also extend to the system of estimates inasmuch as the information provided by certain Governments in support of supplementary estimates is insufficient or inaccurate. 5/ In several countries, too restrictive control mechanisms have unintentionally reduced the availability of certain drugs for medical purposes. Regulatory agencies,

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* See recommendations 22 to 27.

national health authorities and health professionals should continue to coordinate efforts to ensure a balance between proper controls to prevent diversion and adequate availability of drugs required for medical purposes.

57. Control mechanisms required by the Convention on Psychotropic Substances of 1971 and the necessary supplementary controls over international trade proposed by INCB and endorsed by Governments in a number of Economic and Social Council resolutions have not yet been fully implemented by all Governments. Lack of such controls in some exporting countries has hampered effective monitoring of the world-wide trade in psychotropic substances. Certain Governments which are parties to the 1971 Convention have failed for several years to bring under control substances added by the Commission on Narcotic Drugs to the Schedules of that Convention. 6/ Thus, in spite of the fact that Governments started to implement Economic and Social Council resolution 1991/44 of 21 June 1991 by assessing annual legitimate requirements for psychotropic substances and limiting imports and exports to actual medical requirements in importing countries, large quantities of certain psychotropic substances have continued to be diverted mainly from Europe into the illicit traffic in developing countries.

58. A Conference on Control of International Trade in Psychotropic Substances in Europe, organized by the Pompidou Group of the Council of Europe in cooperation with INCB, was held at Strasbourg, France, from 3 to 5 March 1993. The Conference concluded that exporting countries have to make particular efforts to control exports of psychotropic substances in order to prevent their diversion, but that these efforts have to be accompanied by the strengthening of controls over import and distribution in importing countries. Technical and financial assistance should be provided to national drug control administrations in order to enable them to better assume such functions.

59. Some Governments, particularly those of developing countries and those of the newly independent States in Europe, need to enhance their drug-management regime; they should be provided with more assistance to enable them to meet their potential legitimate need for drugs in general, and narcotic drugs and psychotropic substances in particular, and to reduce to a minimum drug abuse and related public health problems.

60. Since the 1980s, the global supply of opiate raw materials has generally been in excess of world-wide consumption of opiates, resulting in the accumulation of stocks and related financial economic and social costs to the traditional producers of opiate raw materials. Pursuant to various Economic and Social Council resolutions, INCB, in cooperation with Governments, has endeavoured to achieve a long-lasting balance between supply of and demand for opiates through (a) resorption of the excess stocks and (b) limitation of production to actual consumption of opiates. At the request of INCB, Governments of the main producer countries have restricted the areas under opium poppy cultivation and have refrained from any proliferation of production. In addition, major importing countries have continued to bear in mind the relevant Economic and Social Council resolutions when importing opiate raw materials.

61. At the national level, some countries seem to be encountering difficulties in assessing their domestic requirements for opiates. Moreover, restrictions stemming from fear of addiction continue to limit the availability of opiates for medical purposes in many countries. Most of the main producer countries

have reduced their production to reflect their actual consumption. Also, following the publication in 1989 of a special report prepared jointly by INCB and WHO pursuant to Economic and Social Council resolution 1989/15 of 27 May 1989, 7/ a number of Governments reassessed their medical needs for opiates and took steps to make them more widely available.

C. Cooperation at the multilateral level*

62. The Global Programme of Action focuses on three main areas to be promoted in the multilateral context: (a) the elaboration of subregional strategies; (b) the identification of alternative development and crop substitution programmes with the support of, inter alia, international financial institutions (it is stated in the Global Programme of Action that financial institutions should be encouraged to consider, jointly with UNDCP, the economic and social consequences of drug trafficking when analysing the economic situations of countries); and (c) increased involvement of specialized agencies and other United Nations bodies, as well as the international financial institutions, with regard to prevention activities and alternative development and crop substitution programmes.

63. Subregional strategies are being developed in several areas of the world, but at a pace and in forms that vary according to the special problems and conditions prevailing in each subregion. In a number of instances, the master-plan concept applied on a national basis is being used to build up structured arrangements covering several countries in a subregion. The value of the master-plan approach as a practical tool for improving the coordination, and hence the efficiency, of drug control efforts undertaken in common by countries belonging to a given subregion is being increasingly acknowledged by States.

64. Subregional cooperation in drug control activities is also progressing and expanding within the framework of existing regional mechanisms that operate under mandates of a wider scope. This cooperation may consist in the establishment of specialized committees or task forces, the initiation and implementation of technical programmes and the regular holding of appropriate consultations.

65. The following examples of activities undertaken at the subregional level illustrate the type and extent of cooperation that has been developing since the adoption of the Global Programme of Action: in South-East Asia, an agreement for a subregional drug control programme between UNDCP and the Governments of China, Myanmar and Thailand was concluded in June 1992; in the same region, the Association of South-East Asian Nations (ASEAN), which includes Brunei Darussalam, Indonesia, Malaysia, Philippines, Singapore and Thailand, has been actively pursuing drug control activities, through the meetings of the ASEAN Senior Officials on Drug Matters and cooperation programmes with the United States, the United Nations Development Programme (UNDP), EC, and so forth.

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* See recommendations 28 to 30.

66. The South Pacific Forum has initiated drug-related regional cooperation programmes in law enforcement. The South Asian Association for Regional Cooperation (SAARC) is pursuing drug control activities through a Technical Committee on Prevention of Drug Trafficking and Drug Abuse. Between 1988 and 1992, the Committee carried out 20 major subregional programmes involving key policy makers and other professionals in the field of law enforcement and demand reduction. The Colombo Plan Bureau, comprising 26 countries in Asia, has been pursuing regional activities through its Drug Advisory Programme to enhance regional capabilities in international control and prevention of drug abuse and illicit trafficking. The Economic Cooperation Organization, which includes Afghanistan, the Islamic Republic of Iran, Pakistan and Turkey, and several member States of the CIS have established anti-narcotics committees. On 28 October 1992, the Ministerial-level Conference at the twenty-ninth session of the Subcommission on Illicit Drug Traffic and Related Matters in the Near and Middle East adopted the Tehran Declaration, a regional statement of policy and cooperation.* In Africa, cooperation is developing around the existing subregional institutions that are working towards economic integration. A leading role is currently being played by the Economic Community of Central African States, which has decided to use a common strategy to deal with the drug-related concerns of its member States. In Latin America, the Inter-American Drug Control Commission (CICAD) of the Organization of American States (OAS) is active in the areas of demand reduction and law enforcement. In Central America, the heads of Governments of the States attending the Central American Anti-Drug Conference, held at Belize City on 19 February 1993, adopted a comprehensive regional drug control programme, annexed to the Declaration of Belize, to be implemented by the Central American Permanent Commission for the Eradication of the Production, Trafficking, Consumption and Use of Illicit Drugs and Drugs Substances. The Dublin Group, which includes all EC member States as well as Australia, Canada, Japan, Sweden and the United States, was established as an informal, consultative arrangement to coordinate drug abuse control efforts of its member States, including supply reduction measures.

67. Multilateral cooperation has also targeted individual countries in particular need of attention and assistance on account of adverse circumstances. In Lebanon, for instance, a multi-agency Technical Consultation on Drug Control Assistance was sponsored by UNDCP at Beirut in October 1992; it resulted in an agreement to proceed with the elaboration of an integrated area development programme with the involvement of a range of United Nations entities such as the United Nations Children's Fund, UNDP, the Food and Agriculture Organization of the United Nations and WHO. Similarly, special attention has been paid to the situation in Afghanistan, where a United Nations multilateral initiative is aimed at establishing a rehabilitation strategy focusing on programmes against drugs.

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* In its resolution 2 (XXXVI) of 7 April 1993, the Commission on Narcotic Drugs at its thirty-sixth session associated itself with the spirit embodied in the signing of the Tehran Declaration and requested the Secretary-General to bring it to the notice of all Governments.

68. With regard to the other areas of multilateral cooperation identified in the Global Programme of Action, the complementary roles of UNDCP and the international financial institutions with regard to the drug issue are now generally accepted by all parties, including donors and recipients. Considering that the ultimate goal of international financial institutions is overall development, they have an important role to play in addressing the drug problem.

69. The International Monetary Fund has singled out the drug problem as one of five global priorities. The World Bank, in focusing on poverty reduction and on the alleviation of social problems at the grass-roots level, has opened new avenues for cooperation between the financial institutions and the United Nations entities with experience in the social field. A recent preparatory mission carried out by UNDCP and the Inter-American Development Bank marked the first step towards the joint development and execution of drug-related plans and programmes in countries with major drug problems. The Inter-American Development Bank has also invited UNDCP to participate in a planned Colombian country-wide environmental programme.

70. The World Bank has recently prepared several studies in which the macro-economic effects of the coca industry are analysed; those studies are of direct relevance to the launching of alternative development strategies in the most affected countries. The World Bank has also declared that it intends to become increasingly involved in the fight against the human immunodeficiency virus (HIV) and acquired immune deficiency syndrome (AIDS) and related problems, which threaten to slow down overall economic development in the most exposed countries. In that connection, it is about to contribute to the financing of a Brazilian national programme against HIV and AIDS.

71. The increased multilateral activities in the field of drug control are reflected in the fact that UNDCP is invited to participate in the consultative group meetings sponsored by the World Bank for countries with major drug problems. The group meetings deal with economic and social issues and provide an opportunity for dialogue between the competent governmental officials and representatives of major donor and creditor countries and institutions. Furthermore, the World Bank and EC have accepted a UNDCP invitation to prepare a joint study on the impact of the drug economy in Pakistan. With regard to Lebanon, where UNDCP is about to launch a major programme, it has been agreed with the World Bank that close contacts will be maintained in order to avoid duplication.

72. The debt crisis is likely to remain a severe hindrance to development, particularly in the poorest countries, for years to come. This fact, together with the now generally recognized interdependence between, on the one hand, drug trafficking and poverty and, on the other hand, alternative development and debt reduction and trade opportunities, has led UNDCP to develop the innovative concept of swapping debt for alternative development. This concept was considered by the Commission at its thirty-fifth session and will be the subject of further study by UNDCP. If put into practice by a number of debtor and creditor countries, the concept could help alleviate the debt burden, accelerate overall development via alternative development and reduce the supply of illicit drugs, thereby contributing to global efforts to fight the drug problem.

D. Monitoring and control mechanisms*

73. In order to achieve the general objective of limiting the supply of drugs to medical and scientific uses, the Global Programme of Action provides that Governments: (a) should strengthen national and international systems of control of narcotic drugs and psychotropic substances; (b) should establish monitoring and control systems to permit the application of articles 12 and 13 of the 1988 Convention; and (c) should develop and strengthen their pharmaceutical administrations and control laboratories.

74. Governments have been maintaining a close dialogue with INCB in order to ensure world-wide application of the provisions of the international drug control treaties. INCB has drawn the attention of the international community to problems and shortcomings in national drug control efforts, in particular through its annual reports to the Economic and Social Council. Each year, it undertakes a number of missions to countries to investigate in situ the drug control situation and to propose possible remedial measures to Governments and international organizations.

75. Drug control administrators from many countries participated in regional INCB training seminars in Asia (held at Beijing from 8 to 12 June 1992), Oceania (held at Melbourne from 15 to 19 June 1992) and Africa (held at Abidjan from 14 to 18 December 1992 and at Nairobi from 16 to 21 December 1991), which helped to further the aims of the conventions in the field of national and international control of the manufacture of and trade in narcotic drugs and psychotropic substances. INCB has also cooperated closely with regional organizations such as CICAD and the Permanent Secretariat of the South American Agreement on Narcotic Drugs and Psychotropic Substances concerning such training in the Americas. More regular training in all regions of the world and renewed emphasis of Governments on control of the licit movement of narcotic drugs and psychotropic substances are needed to achieve the aims of the conventions in this field.

76. A number of steps have been taken individually and collectively by Governments and competent international bodies to establish national, regional and international monitoring and control systems to prevent the diversion of precursors into the illicit traffic.** A series of regional and international meetings have been held to establish working mechanisms and procedures. At a

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* See recommendations 31 to 36.

** Both Bolivia and Colombia have recently requested external assistance to devise measures to control the trade in precursor and essential chemicals required to process coca leaves into cocaine. In Peru, under a law adopted in 1992, chemical products and inputs directly or indirectly intended for the preparation of basic coca paste, washed paste and cocaine hydrochlorate are subject to control and inspection. The Ministry of Industry, Tourism, Integration and International Trade Negotiations has met with the National Society of Industry and several heads of the association of enterprises involved in the production and marketing of chemical substances so as to facilitate cooperation by a regular and timely exchange of information.

number of those meetings, States have been urged to provisionally apply the control measures under the 1988 Convention, even before formally becoming parties to that Convention.

77. Under article 12, paragraph 12, of the 1988 Convention, States parties are required to submit annually to the Board information on seizures of substances listed in Tables I and II of that Convention, on substances not included in those tables but identified as having been used in the illicit manufacture of drugs, and on methods of diversion and illicit manufacture. In its report for 1992, the Board noted with concern that, for 1991, more than half of the States parties had not submitted the requisite data. 8/

78. In relation to international efforts, a number of Governments and international bodies have participated in two working groups established by the Conference on Chemical Control Operations, held at Lyons, France, from 17 to 20 December 1991. The working groups have made detailed arrangements for the use of a network of international databases and have developed guidelines to provide concrete guidance to exporting, importing and transit countries on what information is needed to identify suspicious transactions. The guidelines have been disseminated for use by national authorities.

79. At the regional level, CICAD has completed a series of seminars to inform Governments of the policies, legislation and programmes needed to adopt its model regulations to control chemical precursors and chemical substances, machines and materials, in line with article 12 of the 1988 Convention. Several OAS member States have since enacted national legislation in line with the model regulations. Similar initiatives should be encouraged in other regions.

80. New regulations adopted by EC have strengthened existing measures to discourage the diversion of precursors and essential chemicals to illicit manufacture, in conformity with the recommendations formulated by the Chemical Action Task Force established by the heads of State or Government of the Group of Seven major industrialized nations and the President of the Commission of the European Communities at the sixteenth annual economic summit, held at Houston, Texas, in July 1990. In addition, EC and a number of countries concerned by certain diversion risks (such as geographical proximity to countries where illicit manufacture takes place) have entered into arrangements relating to specific export requirements for shipments of scheduled substances to those countries. Among other initiatives, EC is considering comprehensive plans with individual countries or groups of countries (such as the ASEAN region and the countries of Central and Eastern Europe) to assist in establishing the necessary administrative structures for effective control of chemicals.

81. The Pompidou Group of the Council of Europe has begun initiatives targeting the newly independent States in Europe in connection with the control of precursors, bringing the work and recommendations of the Chemical Action Task Force to the attention of Governments in the region and developing a coherent European strategy.

82. Requests from States for assistance from UNDCP to establish or strengthen drug detection and pharmaceutical control laboratories have increased. Between 1991 and 1992, 63 laboratories in 58 States were established or strengthened. Governments have recognized the use of adequately trained forensic chemists not

only to analyse drugs and chemicals, but also to provide advice on a broad range of scientific aspects of drug control. A few States have launched national training programmes for their forensic chemists. In addition, between 1991 and 1992, UNDCP responded to requests from 56 States by arranging for the training of 95 forensic chemists from those States in its laboratory at Vienna, at regional centres and in collaborating institutions.

83. More and more laboratories in many countries use internationally accepted methods published by UNDCP for the analysis of substances under international control and their pharmaceutical preparations. In addition, requests for reference substances of controlled drugs which are crucial to national drugs testing laboratories have significantly increased. Over 2,300 samples of reference substances were sent to 53 countries.

84. Police and customs authorities from many countries have increased their calls for assistance, particularly in the area of drug detection in the field. Some 600 drug-identification kits were provided to 50 States at their request. Great interest has also been expressed by many States, particularly those in which clandestine laboratories are known to exist, in the UNDCP experimental kit for the field detection and identification of substances in Tables I and II of the 1988 Convention. In addition, at the request of those States, guidelines for the investigation, seizure and deactivation of clandestine laboratories and for the safe disposal of seized drugs, as well as related chemicals and equipment, are being prepared by UNDCP and will be made available in the course of 1993.

85. While efforts by States to strengthen (individually or with outside assistance) drug detection and pharmaceutical control laboratories have proved successful in many countries, a number of problems remain, in particular: insufficient professional staff and laboratory technicians; technical difficulties arising from failure to observe good laboratory practices; lack of maintenance and servicing; modest or non-existent operational budgets; little or no collaboration between laboratory services at the regional level.

VI. SUPPRESSION OF ILLICIT TRAFFICKING IN NARCOTIC DRUGS AND PSYCHOTROPIC SUBSTANCES*

A. Traffic**

86. In both the Political Declaration and the Global Programme of Action, the General Assembly stressed the importance of universal adherence to the international drug control treaties. Furthermore, the Programme advocates the establishment by States of effective mechanisms against illicit trafficking, including various advanced law enforcement techniques set out in the 1988 Convention; the application of administrative and other provisions to enhance cooperation between agencies at the national, regional and interregional levels,

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* See recommendations 37 to 47.

** See recommendations 37 to 46.

in particular as regards information-sharing; and the provision, on request, of assistance in equipment, expertise and training, giving particular attention to the needs of transit States.

87. Notable progress in the adherence of States to the international drug control treaties can be recorded. As at 1 June 1993, 137 States had become parties to the 1961 Convention and that Convention as amended by the 1972 Protocol. 9/ Twenty-four States had become parties only to the 1961 Convention. One State had ratified the 1961 Convention as amended by the 1972 Protocol during the seventeenth special session of the General Assembly. Fifteen parties to the 1961 Convention as amended by the 1972 Protocol had become parties to it after the seventeenth special session. Of the 117 States parties to the 1971 Convention as at 1 June 1993, 19 had become parties to it after the seventeenth special session. One State had ratified the 1971 Convention during the seventeenth special session.

88. In addition, as at 1 June 1993, 79 States had become parties to the 1988 Convention. Prior to the adoption of the Global Programme of Action, only five States had ratified that Convention; one State had ratified it during the seventeenth special session and 73 States had become parties to it afterwards. The 1988 Convention entered into force on 11 November 1990. The objective expressed in the Global Programme of Action that the Convention should enter into force preferably by the end of 1990 was therefore attained.

89. At present, however, many States, particularly those seriously affected by drug abuse and illicit traffic, are not parties to the international drug control treaties. This is also the case for many of the States that have become independent in the past three years. A number of States that manufacture psychotropic substances have not yet ratified the 1971 Convention.

90. To further international cooperation in the fight against illicit trafficking and drug abuse, the Global Programme of Action calls upon States to apply provisionally the 1988 Convention to the extent they are able to do so. It is realized that many States have to make substantial legislative changes to be in a position to become parties to that Convention and that the enactment of such legislation is often a time-consuming process. Several States have therefore adopted appropriate measures that enable them to comply with the provisions of that Convention while completing the comprehensive legislation needed for ratification.

91. Many States have requested assistance from UNDCP in elaborating the necessary legislative and administrative measures to enable them to ratify the 1988 Convention. UNDCP has provided such legal assistance to more than 40 States in the past two years. Assistance has included working to redraft completely their drug control laws and to harmonize their national legislation. Other States have been assisted in rewriting parts of their laws or in drafting new laws in such areas as mutual legal assistance, controlled delivery, confiscation or extradition.

92. Several States have provided advice, legal and technical assistance to other States, at their request, to enable them to adapt their national legislation to the international conventions and decisions dealing with drug abuse and illicit trafficking. Such assistance has included the provision of

advice on drafting new legislation as well as training for parliamentary drafters, judges and prosecutors. In addition, through regional institutes and organizations, some States have assisted others in developing model legislation or financing the assignment of legislative draftsmen.

93. The information that States parties to the international drug control treaties are required to furnish on the working of each convention in their territories is of primary importance for the assessment of the progress made in implementation, not only at the national level but in relation to the other parties in the framework of a well-regulated international cooperation. It is acknowledged that many States thus supply copies of their laws and regulations dealing specifically with drug control activities. These texts are duly indexed and published by UNDCP for appropriate reference and use by the community of States. The value of this information process would be enhanced if States would also furnish copies of provisions of general legislative texts such as penal codes, codes of criminal procedure and extradition laws, which have a bearing on drug control.

94. States have made considerable progress in concluding bilateral, regional or multilateral agreements aimed at suppressing illicit trafficking in narcotic drugs and psychotropic substances. Many States have entered into agreements or arrangements with neighbouring States or with States in the same region to cooperate in suppressing illicit drug trafficking. In addition, some States have entered into agreements with other States to provide technical advice or assistance. Many States have entered into mutual legal assistance treaties that complement and expand the obligations under article 7 of the 1988 Convention. Several States have also entered into improved forms of bilateral extradition treaties that facilitate the extradition of persons accused or convicted of drug trafficking or of laundering money derived from drug trafficking activities. Four States have negotiated agreements to cooperate in preventing illicit drug trafficking at sea. Several regional organizations have elaborated major multilateral treaties that enhance the cooperation obligations of the 1988 Convention. Some examples of these treaties are the Council of Europe Convention on Laundering, Search, Seizure and Confiscation of the Proceeds from Crime, the SAARC Convention on Narcotic Drugs and Psychotropic Substances, the Economic Community of West African States (ECOWAS) Convention on Mutual Assistance in Criminal Matters and the OAS Inter-American Convention on Mutual Assistance in Criminal Matters. Although these multilateral conventions represent a significant contribution to the furthering of regional cooperation in the investigation and prosecution of illicit drug trafficking and money-laundering offences, much remains to be done to ensure their early entry into force and their full implementation.

95. There is not enough information available to make an accurate assessment of the extent to which States have succeeded in strengthening their efforts to curb or eradicate illicit trafficking within their boundaries. Many States have reported on the resources they have been devoting to drug interdiction and on the assistance that they need. That information has not yet been catalogued in a systematic manner. It is clear, however, that several States adversely affected by drug trafficking lack appropriate coordination at the national level, a drug intelligence system to serve all drug law enforcement agencies and other facilities and capabilities recommended by the Comprehensive Multidisciplinary Outline and the Global Programme of Action. It may be

recalled, in this connection, that under target 17 of the Comprehensive Multidisciplinary Outline, States parties were urged to designate coordinating agencies similar to those envisaged in article 35 (a) of the 1961 Convention and article 21 (a) of the 1971 Convention.

96. A number of States are extending bilateral assistance to others, largely in connection with common problems arising from the sources of the illicit traffic and the routes used. This applies particularly to States in North America and Europe, which, being the principal markets for illicit drugs, are faced with persistent, extensive trafficking. Increased assistance is being directed from such States to transit States, although, in the majority of cases, only when the existence of a pattern of illicit trafficking across those States has been firmly established. Bilateral assistance, mainly in the form of organizing advisory visits, seminars, training and fellowships and of supplying equipment, gives rise in some instances to duplication and overlapping. Assistance, which has increased in volume over the past year, still falls short of the needs of recipient countries.

97. Several regional initiatives have been introduced, most notably by ASEAN, the Council of Europe, EC, CICAD and SAARC, whereby cooperation policies in the field of drug control have been adopted together with measures having a wider scope. Ad hoc subregional and regional meetings have dealt with drug trafficking issues, either specifically or in conjunction with other issues. An increasing number of States are making use of the regional meetings of Heads of National Drug Law Enforcement Agencies (HONLEA). The HONLEA meetings are drawing larger numbers of participants with the appropriate background and experience, thus progressively ensuring that police, customs and other agencies with drug enforcement responsibilities are adequately represented. The agendas of the HONLEA meetings have focused on the use of measures and techniques set out in the 1988 Convention, the Comprehensive Multidisciplinary Outline and the Global Programme of Action. The international drug law enforcement training strategy requested by the Economic and Social Council in its resolution 1988/12 of 25 May 1988 was approved in 1991 by the meetings of HONLEA in Africa, Asia and the Pacific, and Latin America and the Caribbean. The United Nations Drug Law Enforcement Training Manual: A Guide for Law Enforcement Officials, prepared by UNDCP to serve the purposes of this strategy, is now available. Meetings, training and ad hoc operational seminars and working groups organized by the Customs Cooperation Council (CCC), the International Criminal Police Organization (ICPO/Interpol) and other intergovernmental organizations contribute further to efforts in this area.

98. Substantive progress on drug law enforcement in line with the recommendations contained in the Global Programme of Action has been achieved by several States, but without uniformity either at the national or regional level. Several States that are parties to the international drug control treaties, particularly the 1988 Convention, still lack the capability in terms of resources and expertise to effectively apply the provisions on illicit traffic. The cost of deterring drug traffickers from operating in certain States is sometimes said to exceed what the national economies can bear. In some States, the adoption of innovative techniques recommended in the Comprehensive Multidisciplinary Outline and the 1988 Convention, such as controlled delivery, is hampered by long-standing and enshrined domestic administrative arrangements.

Similarly, international cooperation against money-laundering in compliance with the 1988 Convention is impaired by banking practices in certain States.

99. An increasing number of States are analysing methods and routes used by traffickers, continuously monitoring them and sharing this information through monthly, quarterly or annual intelligence bulletins. At least 15 such bulletins are regularly received by UNDCP. Based upon information provided by States, both CCC and ICPO/Interpol issue weekly or fortnightly intelligence publications on drug that are given wide circulation. Since 1990, an annual average of 88 States have shared such details through the ICPO/Interpol system. Fifty-four members send intelligence regularly to the CCC for publication and a further 20 do so on an irregular basis. One important recent innovation in this area has been the introduction of a monthly bulletin for the Asia and Pacific region by the CCC Regional Intelligence Liaison Office at Hong Kong. Thirteen of the 18 CCC member States in the region exchange information through this bulletin, which is intended primarily for customs services. Similarly, reports received from States in pursuance of international treaty obligations provide material for inclusion in quarterly publications detailing significant illicit traffic seizures, as well as in reports prepared for HONLEA meetings and the Subcommission on Illicit Drug Traffic and Related Matters in the Near and Middle East. The agendas of the HONLEA meetings invariably include an item on the exchange of experiences on the most recent developments in illicit traffic.

100. The importance of gathering comprehensive information on the extent of action taken by States, whether individually or bilaterally, should be emphasized. Lack of such information may hinder the planning and implementation of subregional and regional initiatives requiring information-sharing. There is a particular need for greater international coordination in respect of training provided bilaterally, regionally and by international organizations in response to requests from States. In view of the widespread delivery of bilateral training, details on relevant projects are needed to avoid duplicating efforts and wasting resources. There has been a distinct improvement in the information supplied for inclusion in the international drug law enforcement training calendar maintained by UNDCP.

101. From a more general point of view, the pooling of information on a wide range of issues is essential to making cooperation commensurate with the objectives of the Global Programme of Action. Details should be made available concerning domestic enforcement agencies responsible for drug interdiction, national coordinating committees designated to ensure operational cooperation between all such agencies, and equipment and material assistance provided by other States for drug law enforcement activities. Improved reporting standards are needed, as several States do not report at all to international organizations and other States either do not report regularly or provide inadequate information. Furthermore, more information needs to be provided on illicit drug seizures and drug trafficking methods and routes.

B. Distribution*

102. The Global Programme of Action requests States to strengthen their national efforts to curb and eradicate domestic illicit commerce and distribution of narcotic drugs and psychotropic substances.

103. In certain States, it is difficult to distinguish between, on the one hand, domestic commerce and distribution of narcotic drugs and psychotropic substances that are clearly illicit (that is, contrary to regulatory controls imposed by the Government) and, on the other hand, the supply of substances to meet genuine medical needs in circumstances where regulatory controls over drugs and their outlets are either non-existent or inadequate. The control of drugs intended for licit use is inadequate in many States, particularly in the African region. Domestic distribution problems, especially regarding psychotropic substances, are often underestimated; in some States, for example, there are parallel and uncontrolled systems of distribution that represent over 50 per cent of the supply network for distributed drugs; in addition, there are supplementary supplies of the very same psychotropic substances that are clearly illicit (in terms of control over imports and distribution). On the positive side, a small number of States have taken steps to introduce adequate regulation and control of licit supplies as an essential component of a comprehensive national master plan.

104. The Sixth Meeting of HONLEA, Africa, recommended measures to be taken by States from that region to prevent the diversion of narcotic drugs and psychotropic substances and precursors into illicit channels and to closely monitor and control the parallel distribution system for medicines containing narcotic drugs and psychotropic substances operated outside the formal, legally established distribution system.

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* See recommendation 47.

VII. MEASURES TO BE TAKEN AGAINST THE EFFECTS OF MONEY DERIVED FROM, USED IN OR INTENDED FOR USE IN ILLICIT DRUG TRAFFICKING, ILLEGAL FINANCIAL FLOWS AND ILLEGAL USE OF THE BANKING SYSTEM*

105. The specific measures expected from States in implementing the relevant provisions of the Global Programme of Action under the present theme include the enacting of appropriate legislation and the establishment of adequate mechanisms. Priority is to be accorded to the implementation of the 1988 Convention, which, in article 3, obligates parties to make drug-related money-laundering a criminal offence and, in article 5, provides for the confiscation of the proceeds derived from, and the instrumentalities used in, illicit drug trafficking. The conclusion of bilateral, regional and multilateral agreements on these matters is also to be undertaken. The gathering and exchange of relevant information should be promoted among States for their benefit. States are to consider the possibility of using forfeited proceeds for activities to combat drug abuse and illicit trafficking, including drug-related projects of the United Nations.

106. Of the 79 States parties to the 1988 Convention as at 1 June 1993, 47 have submitted to the Secretary-General copies of legislation that they have adopted against money-laundering, in accordance with article 5, paragraph 4 (e), of that Convention. Some of those States have enacted both penal provisions on money-laundering and comprehensive confiscation laws.** Two States have also introduced mandatory reporting provisions concerning currency transactions across borders. While several States have imposed a requirement for financial institutions to report suspicious transactions, others have developed voluntary reporting systems. Although the effectiveness of the legislation adopted in the various States cannot be accurately assessed, positive results may be inferred from the reported increase in assets confiscated in a number of States. There is currently no organization maintaining statistics on seizures and forfeitures on a global basis.

107. Several States have negotiated comprehensive bilateral mutual legal assistance treaties, some of which deal specifically with the tracing, freezing and confiscation of drug proceeds.*** In addition, many of those instruments provide for a wide range of assistance in the investigation and prosecution of

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* See recommendations 48 to 51.

** In Peru, a law adopted in 1992 defines and penalizes the offence of laundering proceeds derived from illicit drug trafficking, making it an aggravated offence if the person concerned is a member of the banking or financial system and acts in the knowledge of the illicit origin of the money.

*** Peru has recently signed agreements aimed at establishing an exchange of information on suspicious banking or financial transactions. The United Kingdom of Great Britain and Northern Ireland has concluded 27 bilateral agreements which enable that country to give effect to overseas confiscation orders.

money-laundering offences. Several States have also assisted one another in money-laundering investigations on the basis of informal arrangements.

108. The Financial Action Task Force established by the heads of State or Government of the Group of Seven major industrialized nations and the President of the Commission of the European Communities at the fifteenth annual economic summit, held in Paris in July 1989, formulated 40 recommendations aimed at improving national legal systems, enhancing the role of the financial institutions and strengthening international cooperation against money-laundering. The Financial Action Task Force is taking steps to make States aware of the recommendations and responsive to their implementation. Emphasis is being placed on mechanisms for tracing tainted property and proceeds, facilitating access to financial records, and allowing for the exchange of financial information between law enforcement, regulatory or investigative agencies. The Financial Action Task Force stresses international cooperation through the use of bilateral, regional and multilateral treaties to allow effective tracing, seizing and confiscation of the proceeds of drug trafficking and other criminal offences. According to the report of the Financial Action Task Force covering the period 1991 to 1992, satisfactory progress was being made by its members on the implementation of the recommendations. Nevertheless, of the States in this motivated group, only 10 have become parties to the 1988 Convention.

109. A similar initiative designed to increase the efficiency of international action against money-laundering by States was the creation of the Caribbean Financial Action Task Force for the Caribbean Governments and those of neighbouring Latin American States. In November 1992, those Governments endorsed and agreed to implement the 40 recommendations formulated by the Financial Action Task Force established in Paris in July 1989 and 19 recommendations adopted at a conference on money-laundering held in Aruba from 8 to 10 June 1990. A Caribbean Financial Action Task Force secretariat has been established to evaluate and assist with the implementation of the recommendations in the region.

110. The adoption of the Model Regulations Concerning Laundering Offences Connected to Illicit Drug Trafficking and Related Offences on 23 May 1992 by the OAS General Assembly at its eighth session is another example of action at the regional level. CICAD has forwarded to the Governments concerned the recommendations contained in the Model Regulations and is conducting awareness seminars to assist States in South and Central America in applying the Model Regulations. Full implementation of the recommendations may take time in view of the complexities of the regulatory and legal systems of some of the States involved.

111. In September 1990, the Committee of Ministers of the Council of Europe approved the Convention on Laundering, Search, Seizure and Confiscation of the Proceeds from Crime and decided to open it for signature. The Convention covers all types of criminality, including drug offences. Twenty countries have signed the Convention but so far only one has deposited its instrument of ratification.

112. It is widely recognized that financial institutions are a key element in the detection of illicit transactions and transfers of assets derived from drug-related activities. Preventive action in this area is illustrated by the

Council of the European Communities Directive of 10 June 1991 on prevention of the use of the financial system for the purpose of money-laundering. All EC member States are active participants and are required to follow the Council Directive.

113. The Statement of Principles of the Basel Committee on Banking Regulations and Supervisory Practices (the Basel Statement of Principles), adopted in December 1988 by representatives from 10 countries, has also influenced banking practices. To maximize the impact of the Basel Statement of Principles, the Committee has encouraged its use in other countries.

114. In the regional HONLEA meetings, States have been giving particular attention to the implementation of articles 3 and 5 of the 1988 Convention and have requested assistance to enable them to comply with those articles. In response to requests for cooperation from States, UNDCP, CCC and ICPO/Interpol have established, within their respective structures, money-laundering units to ensure the flow of information on all aspects of money-laundering at both the national and international levels. In addition, UNDCP, by setting up appropriate training courses, has assisted a number of States in establishing money-laundering units of their own.

115. To date, only a few States have established a centrally controlled fund for the utilization of forfeited property and proceeds for activities to combat drug abuse and illicit trafficking. No State has contributed confiscated assets directly to the United Nations for drug-related projects.*

VIII. STRENGTHENING OF JUDICIAL AND LEGAL SYSTEMS, INCLUDING LAW ENFORCEMENT**

116. In the Global Programme of Action, States are invited to give consideration to the Model Treaty on Extradition and the Model Treaty on Mutual Assistance in Criminal Matters, which contain specific provisions related to illicit traffic in narcotic drugs and psychotropic substances. On the recommendation of the Eighth United Nations Congress on the Prevention of Crime and the Treatment of Offenders, held at Havana from 27 August to 7 September 1990, both model treaties were adopted by the General Assembly in its resolutions 45/116 and 45/117 of 14 December 1990, respectively. Several States have reported that they have utilized the model treaties in bilateral treaty negotiations. In addition, the Model Treaty on Mutual Assistance in Criminal Matters was used by ECOWAS as the basis for the negotiation of its Convention on Mutual Assistance in Criminal Matters. That Convention was adopted by the meeting of ECOWAS

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* In China, confiscated property and proceeds derived from drug criminal offences is handed over to the national treasury, and may be transferred back to the drug control agencies at the provincial level for use in law enforcement activities. In Luxembourg, confiscated proceeds are put into a fund to control drug trafficking, and can only be used for that purpose at the national or international level, including through UNDCP.

** See recommendations 52 to 56.

ministers of justice, held at Banjul in May 1992, and by the meeting of ECOWAS heads of State or Government, held at Dakar in July 1992.

117. As regards the mutual assistance that States may afford one another under article 7 of the 1988 Convention, experience shows that effective implementation requires not only adequate legal and institutional infrastructure, but also a positive spirit of cooperation between those responsible for making and acting on international requests for assistance. The value of concluding bilateral or multilateral agreements or arrangements should be emphasized in that respect.

118. No model agreements have been elaborated on cooperation among customs officials, law enforcement agencies and other interested organs in the field of combating drug abuse and illicit trafficking as envisaged in the Global Programme of Action. The Declaration of San Antonio, however, referred to in paragraph 46 above contains comprehensive proposals for cooperation covering, in particular, the strengthening of the administration of justice and of judicial cooperation. Mention should also be made of the agreement relating to the transfer of proceedings in criminal matters concluded in November 1990 between EC States members. Regarding agreements on cooperation between customs officials, CCC has continued its efforts to promote the ratification of the International Convention on Mutual Administrative Assistance for the Prevention, Investigation and Repression of Customs Offences, adopted at Nairobi on 9 June 1977, which provides for enhanced cooperation in the investigation of drug offences.

119. In the Global Programme of Action, the international community is called upon to increase cooperation in support of programmes aimed at strengthening the judicial, legal and law enforcement systems, particular attention being given to the training of personnel at all levels. Some States have extended assistance to other States, at their request, to improve the administration of justice and the security and integrity of the judiciary. That assistance has included, inter alia, the provision of security equipment for courts, training for judges and prosecutors, and advice on methods of preventing corruption. States have also assisted other States in improving the criminal justice system by providing assistance in computerizing official court records, collecting and publishing laws and major court decisions, and training courtroom personnel. Several States have enacted legislation designed to improve the administration of justice, including provisions for the speedy trial of persons accused of drug trafficking and for the destruction of seized narcotics. The Seventh United Nations Congress on the Prevention of Crime and the Treatment of Offenders, held at Milan from 26 August to 6 September 1985, invited Governments to take into account in their legislation and practice the Basic Principles on the Independence of the Judiciary. 10/

120. The Global Programme of Action requests States to consider the appropriateness of establishing arrangements that would allow them to benefit from their different criminal justice systems in dealing with similar drug-related offences. Although the Nordic countries (Denmark, Finland, Iceland, Norway and Sweden), as well as Belgium, Luxembourg and the Netherlands, have successfully benefited from one another's legal system, not much progress has been made in this area, in part because of considerations of sovereignty and because of major differences between the criminal law and judicial systems of many States. The Andean Parliament has recently decided to explore the idea of

creating a common judicial space in order to standardize norms and procedures for the investigation and prosecution of serious drug trafficking offences, and to ensure that drug traffickers are brought to justice regardless of the countries in which those offences have been committed.

121. The Global Programme of Action stresses the need to study and promote measures to protect the judiciary from any form of exposure and intimidation threatening its independence and integrity. Although a growing awareness of the problem may be generally observed, it is a fact that in many countries corruption and threats to the security and integrity of the judiciary continue seriously to impede efforts to fight illicit drug trafficking.

IX. MEASURES TO BE TAKEN AGAINST THE DIVERSION OF ARMS AND EXPLOSIVES AND ILLICIT TRAFFIC BY VESSELS, AIRCRAFT AND VEHICLES*

122. The Global Programme of Action invites States to strengthen controls to prevent narcotic drugs and psychotropic substances from being diverted into the illicit markets while being licitly transported and to take strict measures to prevent private aircraft, vessels and vehicles from being used for illicit drug trafficking and related activities. It also provides for the adoption of measures to deal with selected aspects of problems surrounding the use of arms and explosives by drug trafficking groups and the growing involvement of mercenaries and subversive and terrorist organizations in illicit drug trafficking.

123. As regards measures to prevent the unlawful use for the illicit drug traffic of means of transport operated by commercial carriers, CCC, acting in pursuance of article 15 of the 1988 Convention, has promoted the use by customs authorities and the international transport and trading community of memoranda of understanding setting out joint objectives and approaches, and of guidelines specifying operational modalities. CCC had, as of March 1993, concluded memoranda of understanding and guidelines with nine international trade and transport organizations, which have subsequently led to the establishment of the Alliance of Customs and Trade in the Interdiction of Narcotics, under the aegis of CCC. These organizations are encouraging awareness among their staff members of drug trafficking and concealment methods; they are also formulating arrangements with State law enforcement agencies for the rapid handling of passengers and commodities at entry and transit points.**

124. To further extend cooperation between commercial carriers and customs authorities, CCC, in June 1992, adopted the Declaration on the Further National Development of Memoranda of Understanding between Customs and the Trading Community aimed at Cooperation to prevent Drug Smuggling. However, as of

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* See recommendations 57 to 62.

** In China, a checking system is used throughout the country in railway stations, wharfs and airports, and includes random checks of airplanes, ships, trains and vehicles.

June 1993, only 14 of the 126 customs services that are members of CCC were actively engaged in programmes to promote the conclusion of memoranda of understanding between customs services and commercial carriers at the national level, along the lines of those concluded by CCC with international trade organizations.

125. Several regional initiatives have been taken by States to combat illicit drug traffic by vessels, particularly on the high seas, in conformity with article 17 of the 1988 Convention. In this regard, the Seventeenth Meeting of HONLEA, Asia and the Pacific, held at Bangkok in November 1992, the Second Meeting of HONLEA, Europe, held at Vienna in February 1993, and the Sixth Meeting of HONLEA, Africa, held at Abidjan in May 1993 adopted specific measures to further regional cooperation against illicit drug traffic by vessels, particularly on the high seas. More specifically, the Pompidou Group of the Council of Europe has established a working group to elaborate a regional agreement to implement article 17 of the 1988 Convention. To further international cooperation in the implementation of article 17 of the 1988 Convention, the Commission on Narcotic Drugs at its thirty-sixth session, in its resolution 3 (XXXVI) of 7 April 1993, requested the Executive Director of UNDCP to convene a group of experts in 1993 to examine the possible mandate, activities and funding of a working group on maritime cooperation to promote universal implementation of article 17. It was reported at the Fifth Meeting of HONLEA, Latin America and the Caribbean, that the provisions of article 17 were being fully implemented in Argentina, Chile, Ecuador, France, Honduras, Italy, the United Kingdom* and the United States. However, several countries do not have legislation that make illicit traffic by sea a criminal offence.

126. As regards measures to prevent private aircraft, vessels and vehicles from engaging in illicit drug trafficking and related activities, several groups of States have introduced successful monitoring systems, particularly for the surveillance of small boats or pleasure craft in the Caribbean, in the South Pacific and along the Mediterranean and Western European seaboard, and several schemes aimed at monitoring suspect light aircraft movement. In the European region, customs administrations and similar competent authorities are working together bilaterally or multilaterally under the aegis of CCC in addressing illicit traffic by private aircraft and small ships. In this connection, they have begun using the standard CCC format for identifying suspected small ships and private aircraft. Pleasure craft used for the illicit cocaine traffic remain a major concern in the Caribbean region. States from that region still encounter difficulties in combating illicit traffic by airdrops combined with the use of rapid vessels for the transport of cocaine, principally to the United States.

127. Several States attending the Fourth and Fifth Meetings of HONLEA, Latin America and the Caribbean, have reported on the excellent results obtained in combating illicit traffic by private aircraft, leading to record seizures of cocaine as well as the arrests of pilots and the confiscation of aircraft. It

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* To facilitate combating illicit traffic on the high seas, the United Kingdom has established new procedures to enable it to respond more quickly to requests made to board United Kingdom ships on the high seas.

was also reported that the effective implementation of the United States National Air Interdiction Strategy had significantly increased the interdiction capabilities along the southern border of the United States, forcing drug traffickers to abandon light aircraft as the favoured mode of transport of illicit drugs into the United States. Other related measures have been taken in several countries to detect and destroy clandestine airstrips used by drug traffickers. Strict controls have also been established in a number of countries of the region on the sale, transport, storage, distribution and use of aircraft fuel.

128. Several initiatives have been taken in the European region to counter the use of transport international routier (TIR) for the illicit traffic in heroin from source countries, over the Balkan route and new Eastern European trafficking routes, to Western Europe. These measures include the establishment of a common database related to such traffic to facilitate the exchange and sharing of information.*

129. The increasing links between illicit transnational drug trafficking and the diversion of arms and explosives have become a grave concern for a growing number of States. In most countries and subregions suffering from insurrection, terrorist activities or civil war, rival factions seek to finance their operations with proceeds derived from drug trafficking activities. Some such conflicts are taking place in the heart of major illicit drug production areas, where illegally transported arms and explosives are traded for illicit drugs.

130. Many of the States most affected by these problems are taking counter measures** and receive significant bilateral assistance for that purpose, ranging from equipment to training in advanced antiterrorist tactics and projects to bolster essential institutions such as the judiciary. Regional law enforcement intelligence units monitor the movement of suspect vessels, aircraft or other means of transportation. Particular difficulties are encountered when government control over all or part of the national territory is either absent or limited. Within such uncontrolled geographical areas, policies against trafficking in illicit drugs and arms cannot be effectively implemented, and bilateral or international cooperation cannot develop. In some cases, strict controls, even where feasible, are given less priority than commercial and other considerations.

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* In the United Kingdom, sophisticated techniques of profiling and targeting suspect vehicles have been developed.

** In Mexico, the extensive application of the Federal Firearms and Explosives Law at the different stages of drug traffic control has made it possible to seize high-grade weapons and explosives, together with cargoes of illicit drugs, usually on the way from the northern national borders to the main narcotics-producing areas of the country. In Peru, the manufacture, trade, possession and use by individuals of arms and munitions not intended for military operations are regulated by law. Failure to comply with the provisions of the law results in the confiscation of the arms concerned, without prejudice to the institution of criminal proceedings.

131. With a view to assisting national police services in tracing the movement of firearms from their point of manufacture through their subsequent sale and transfer, ICPO/Interpol, following meetings held in Colombia and France in 1992, has recommended to its member countries to control more closely the manufacture and sale of authorized weapons, ammunition and explosives, so that the destination of these items could be more easily verified. In March 1993, CICAD unanimously endorsed that recommendation. The Commission on Narcotic Drugs, at its thirty-sixth session, adopted a recommendation along the same lines, in its resolution 9 (XXXVI) of 7 April 1993.

X. UNITED NATIONS DECADE AGAINST DRUG ABUSE, COVERING THE YEARS 1991-2000*

132. The high priority attached by Member States to the speedy implementation of the Global Programme of Action was emphasized in the Political Declaration which accompanies the Global Programme of Action in the annex to General Assembly resolution S-17/2. In order to give expression to this sense of urgency within a time-frame for action, the Assembly, in the Political Declaration, proclaimed the period from 1991 to 2000 the United Nations Decade against Drug Abuse, to be devoted to effective and sustained national, regional and international actions to promote the implementation of the Global Programme of Action.

133. A number of the programmes and activities that have been undertaken by States since 1991 with a view to implementing the Global Programme of Action have been designed in the context of the observance of the Decade.

134. In section I of its resolution 47/102 of 16 December 1992, the General Assembly noted with appreciation the activities of UNDCP to promote and monitor the Decade under the theme "A global response to a global challenge", including the successful launching by UNDCP of the goodwill ambassadors' initiative, and invited Governments to cooperate with UNDCP in further developing that initiative. Activities of UNDCP in the framework of the Decade have included, inter alia, the organization of specific events and the convening of specialized workshops and expert group meetings, such as the Informal Expert Group Meeting on the Craving Mechanism, held at Vienna from 28 to 30 January 1992; the Workshop on Socio-economic and Political Impact of Production, Trade and Use of Illicit Narcotic Drugs, held at Vienna from 26 to 28 August 1992; and the Expert Group Meeting on Assessing Drug Abuse and on Strategies for Prevention and Reduction of Drug Abuse, held at Vienna from 16 to 18 November 1992.

135. The Executive Director of UNDCP, in a communication dispatched in February 1992 to all Governments, inquired about their plans to observe the Decade and suggested the establishment of national focal points to initiate and coordinate activities, findings and developments. Of the 46 replies received to date, 32 contain information directly relating to national focal points or coordinating committees. A recommendation that Governments establish national focal points or coordinating mechanisms for the Decade was supported by the

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* See recommendations 63 to 67.

Commission at its thirty-fifth session and by the General Assembly in its resolution 47/102, section I.

136. The activities reported by Governments to UNDCP include general intensification of action at the national level and through cooperative arrangements, issuance of ministerial statements and sponsorship of special events in connection with the annual observance of the International Day against Drug Abuse and Illicit Trafficking, and mobilization of basic community-level forces, including elements in the private sector.

XI. RESOURCES AND STRUCTURE*

137. In adopting the Global Programme of Action, the General Assembly decided that a higher priority should be accorded, within the United Nations system, to the allocation of the necessary financial, personnel and other resources for drug control activities. For the United Nations proper, the Assembly recognized the need for additional resources in the expectation that that would be reflected in the higher priority accorded to drug control activities in the medium-term plan for the period 1992-1997 and in the corresponding biennial budgets. The Assembly also recognized that the effective implementation of the Global Programme of Action would require examination of the structure of the then existing drug control units based at Vienna with a view to enhancing their effectiveness and status in the system.

138. By its resolution 45/179 of 21 December 1990, the General Assembly requested the Secretary-General to create a single drug control programme, to be called the United Nations International Drug Control Programme, and to integrate fully therein the structures and functions of the Division of Narcotic Drugs of the Secretariat, the secretariat of INCB and the United Nations Fund for Drug Abuse Control with the objective of enhancing the effectiveness and efficiency of the United Nations structure for drug abuse control. In the same resolution, the Assembly invited the Secretary-General to appoint a senior official at the level of Under-Secretary-General to execute the integration process and head the new Programme with the exclusive responsibility for coordinating and providing effective leadership for all United Nations drug control activities, in order to ensure coherence of actions within the Programme as well as coordination, complementarity of action and non-duplication of such activities across the United Nations system. In addition, the General Assembly invited the Secretary-General to ensure that adequate financial and other resources are allocated to the Programme to enable it to discharge its functions effectively.

139. The Secretary-General reported to the Assembly at its forty-sixth session on the administrative and financial arrangements that he proposed to apply to UNDCP (see A/C.5/46/23). Having considered those arrangements, together with the comments of the Advisory Committee on Administrative and Budgetary Questions thereon, the General Assembly adopted resolution 46/185 C, of 20 December 1991, part XVI, relating to the administrative and financial arrangements for UNDCP. In that resolution, the Assembly acted on the proposed financial arrangements:

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* See recommendations 68 to 73.

(a) by deciding to establish, as from 1 January 1992, under the direct authority of the Executive Director, the Fund of the United Nations International Drug Control Programme as a fund for financing the operational activities of the Programme; (b) by authorizing the Commission on Narcotic Drugs, as the principal United Nations policy-making body on drug control issues, to approve, on the basis of the proposals of the Executive Director, both the budget of the programme of the Fund and the administrative and programme support costs budget, other than expenditures borne by the regular budget of the United Nations; (c) by requesting the Advisory Committee on Administrative and Budgetary Questions to submit its comments and recommendations on the administrative and programme support costs budget of UNDCP to the Commission; (d) by noting the intention of the Secretary-General to promulgate separate financial rules for the Fund of UNDCP, in accordance with the Financial Regulations of the United Nations; and (e) by deciding that the Executive Director shall maintain the accounts of the Fund and shall be responsible for submitting the accounts and related financial statements to the Board of Auditors and for submitting financial reports to the Commission and to the General Assembly. The Assembly decided, in the same resolution, to consider at a later stage of its forty-sixth session the proposed arrangements relating to the staff of UNDCP funded from the regular budget of the United Nations. Subsequently, the Secretariat informed the Assembly, at its forty-seventh session (see A/C.5/47/44), that the structure of UNDCP could not be separated from the financial and personnel arrangements for the Programme and that those were still under review. At the same time, the Secretariat noted that the ongoing restructuring exercise might also have implications for the structure of the United Nations Office at Vienna. For those reasons, the Secretariat indicated that it proposed to submit the requested report to the Assembly at its forty-eighth session. The report of the Secretary-General on the administrative and financial arrangements regarding the United Nations International Drug Control Programme will accordingly be before the forty-eighth session in document A/C.5/48/...

140. Resources available to UNDCP originate from two distinct sources: the regular budget of the United Nations, which for the biennium 1992-1993 accounts for 7 per cent (US$ 13.8 million) of total resources, and voluntary, extrabudgetary contributions, which account for 93 per cent ($186.6 million) of the total. It should be noted that, in view of the fact that the "zero growth" characterizing the regular budget of the United Nations has also applied to UNDCP, the resources available to UNDCP in the programme budget for the biennium 1992-1993 did not increase. With respect to extrabudgetary resources, the cash collections made by the Programme have risen from $64.5 million in 1990 to $69.1 million in 1991 and $72.7 million in 1992. As UNDCP had resources carried over from previous years, it has been able to increase the budget of the Fund of UNDCP from $73 million in 1990 to $87.8 million in 1992. At the same time, programme delivery has increased from 61.6 per cent in 1990 to 77.9 per cent in 1991 and 81.1 per cent in 1992. A very small group of donors account for more than 80 per cent of the resources contributed to the Fund. In 1991, 51 countries and EC contributed to the Fund; however, of those donors, 14 have contributed more than $0.5 million a year, 3 have contributed more than $5 million a year and only 1 has contributed more than $15 million a year.

141. In its resolution 47/100 of 16 December 1992, concerning the implementation of the Global Programme of Action and the United Nations System-Wide Action Plan on Drug Abuse Control, the General Assembly expressed concern that there had

been limited progress by the agencies of the United Nations system in incorporating within their programmes and activities action aimed at dealing with drug-related problems in the manner envisioned in the System-Wide Action Plan. The Assembly accordingly called upon the governing bodies of all United Nations agencies associated with the System-Wide Action Plan to facilitate its implementation by designating an agenda item under which the Action Plan might be considered at their next regular meeting.

Notes

1/ See Report of the International Conference on Drug Abuse and Illicit Trafficking, Vienna, 17-26 June 1987 (United Nations publication, Sales No. E.87.I.18), chap. I, sect. A.

2/ E/CONF.82/15 and Corr.2.

3/ United Nations, Treaty Series, vol. 1019, No. 14956.

4/ Ibid., vol. 520, No. 7515.

5/ Report of the International Narcotics Control Board for 1992 (United Nations publication, Sales No. E.93.XI.1), paras. 36 and 37.

6/ Ibid., para. 67.

7/ Demand for and Supply of Opiates for Medical and Scientific Needs: Report of the International Narcotics Control Board for 1989 (United Nations publication, Sales No. E.89.XI.5).

8/ Report of the International Narcotics Control Board for 1992 (United Nations publication, Sales No. E.93.XI.1), para. 77.

9/ United Nations, Treaty Series, vol. 976, No. 14152.

10/ United Nations publication, Sales No. E.86.IV.1, chap. I, sect. D.2.